PROCEEDINGS

OF THE

MADRAS NATIVE ASSOCIATION

ON

The Resolution of the Government of India

ON

LOCAL SELF-GOVERNMENT.

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Proceedings of a Meeting of the Madras Native Association, held on 26th and 27th December 1882.

The Members of the Association resolve to record their observations and suggestions on the scheme of local self-government propounded by the Government of India in their Resolution of the 18th May 1882.

2. The Association considers that the resolution, if carried out, is calculated to raise the character of the people, reduce the expenses of Government, and bring the rulers and the ruled closer together. So soon therefore as the Resolution was promulgated, the Association addressed itself to the question of working out the details of the scheme with reference to the circumstances and conditions of the several Districts of this Presidency, with a view to placing before the Government of Madras a sketch which might be of some help to it in its deliberations on the subject. In order that the Association might not allow itself to be led away, by the prospect of the adoption of a singularly liberal policy, into making ill-considered suggestions and thus defeating the very object which the scheme is intended to promote, it drew up a memorandum explaining the chief features of the scheme propounded by the Government of India and indicating the various points on which information was required, and circulated it to Public Associations in the Mofussil and Native gentlemen, official and non-official, of position and influence, who have had experience of the actual working of Municipalities and Local Fund Boards, or are otherwise competent to give valuable advice in regard to the scheme under consideration. Several Associations and gentlemen have favored this Association with their replies, which, together with the memorandum circulated, are printed as Appendices B and C.

3. One of the members of the Association visited the Southern Districts of this Presidency with the view of guaging public feeling and acquainting himself with the local circumstances and peculiarities in their

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bearing on the present question. His tour has shown that the Viceroy's Resolution has evoked in all parts of the country a degree of interest which has exceeded all expectation. Crowded meetings were held in various towns in all parts of the Presidency, the people assembled numbering, in some instances, three, four, and five thousands. The enthusiasm displayed, coupled with the spirit of moderation with which the discussions were conducted, seems to the Association to be of happy augury for the success of the experiment. Copies of the Proceedings of these meetings are printed as Appendix D.

4. Before going into the details of the programme sketched out by the Association, it may be as well to offer a few remarks on one or two of the general questions involved in the scheme.

The first question to be considered is, are the people of this Presidency competent to conduct the duties of local self-government on the scale contemplated in the Resolution under discussion? It seems to the Association that it is against all evidence to say that the people of this Presidency do not possess that measure of intelligence which is necessary to make them interest themselves in matters which concern them and their neighbours so nearly. Corporate action is not a thing unknown in this country. It was at one time universal when village communities were living institutions and managed all their internal concerns without external interference.

On this subject, without referring to the ancient Institutes of the country or the authority of eminent historians, it might suffice to quote here the remarks of Sir Charles Trevelyan, taken from his evidence before the Finance Commission of 1872.

"I was going to remark on the preparedness of the people of India for this development, both by ancient habit and recent cultivation. The foundation of Indian Society is the village Municipality; it has been the salvation of India. One foreign conqueror after another has swept over India, but the village Municipalities have stuck to the soil like their own *Kusa* grass which they liken it to; it is a kind of grass which it is impossible to tear up by the roots, because it grows in bunches, and

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they say that the village constitution is like that grass. They have been nursed in it, it is perfectly familiar to them, and even in the large towns, for instance, Delhi, although there was then no official Municipality, yet the people acted in the Municipal spirit. I remember the Sahookars coming forward in a body with their Chowdry at their head to make a representation on a subject which interested them. The same thing has repeatedly taken place at Benares and elsewhere. Then the natives are by no means deficient in public-spirited liberality; the country is covered with ancient works, tanks, caravanserais, and works of various kinds which have been constructed by individual munificence, and the extraordinary liberality of the Parsees and others who have acquired fortunes during the late tide of mercantile activity is well known. If the councils are merely consultative, the members would never become emancipated from the control of European official presidents. The natives should not always be made to go in leading strings. It is the old story of not allowing a boy to go into water till he can swim; he never will learn to swim unless he goes into the water and incurs a little risk and paddles about. At first no doubt they will be timid and frugal, but a a little done willingly is better than a great deal done under compulsion or done for them. Give them the raising and spending of their own money and the motive will be supplied, and life and reality will be imparted to the whole system. All would act under a responsibility under the eye of those who would be familiar with all the details, and would have the strongest possible interest in maintaining a vigilant control over them. And it will be a school of self-government for the whole of India, the longest step yet taken towards teaching its two hundred millions of people to govern themselves, which is the end and object of our connection with that country."

The several castes and guilds in this country have, even to this day, councils of their own to discuss and decide affairs connected with their several occupations, and the Panchayet system was till lately a popular mode of deciding disputes. The Association is decidedly of opinion that if the area of jurisdiction be sufficiently narrowed to make the people take a real interest in the proceedings

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of the Boards, and if the existing official trammels be removed, then local self-government would become a reality. The duties which the local bodies will have to perform have reference only to such simple matters as the repair of local roads, the maintenance of primary schools, and drainage—matters which may be safely entrusted to men of ordinary intelligence and experience.

The failure of Devastanum Committees is often urged as a conclusive argument against an extension of local self-government; but the Association considers the argument to be fallacious and the conclusion unsound. There is no doubt that Devastanum Committees have failed, but the failure is due mainly to the defective character of the legislation under which the District Committees were formed, and the manner in which Government disconnected itself from the management of Religious Institutions. Devastanum Committees were not appointed immediately after Government withdrew from the management of religious institutions. The withdrawal took place in 1842, and the Committees were appointed in 1863. During the interim some of the temples were made over to the control of irresponsible heads of Mattams, and others were left to take care of themselves. The consequence was peculation and disorder. When Committees were appointed in 1863, their power was not extended to all the religious Institutions which were formerly managed by Government, but was restricted to those institutions only in regard to which Government had, up to the date of passing the Act, exercised the power of nominating the trustees. This necessarily excluded from the control of the Committees several important temples, such as those at Tirupathi, Trivellore and Conjeveram, which had been made over to the management of particular individuals prior to 1863, and even in regard to others, there being no records to show in which institution Government had previously exercised the right of nomination and in which they had not, the trustees openly refused to submit to the control of the Committees, who had no power under the Act to enforce their rights except by instituting, at their own expense, Civil suits which the trustees had the means to defend from the funds of the temple. It is true that Act XX

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of 1863 gives to the Local Committees all the powers formerly exercised by the Board of Revenue, but these powers are nowhere defined. When the control was vested in an Executive Department of a strong Government like the Board of Revenue, even the vaguest description was found sufficient; but that could not be expected to answer when the same control came to be exercised by non-official bodies without power or prestige. In these circumstances it appears to the Association that it is a wonder that Devastanum Committees have got on even as well as they have, and their failure cannot be rightly attributed to the indifference or apathy of the people.

5. Looking also to the actual working of the Municipalities and Local Fund Boards under the present Regulations, there is no reason to apprehend that the institution of local self-government on the plan suggested by the Viceroy will be a failure. It is true that Local Fund Boards, as now constituted, have failed to secure any measure of local self-government for the people, but the causes are not far to seek. The members have very little power to induce them to take interest in their work ; the area of the Circles is too large to ensure local knowledge and interest; the proceedings of the meetings are generally conducted in English with which most of the members are not acquainted ; in such matters as education, vaccination and medical relief, the heads of the corresponding Government departments have generally a potent voice, and the measure of discretion allowed to Local Boards is insignificant; the funds are mostly expended on works formerly maintained by Government from Imperial revenues, and very little is left for works of real utility in which the members can take interest; the manipulation of accounts by the Accountant-General leaves the members almost in the dark as to the state of their guidance so much so that when the Local Fund Boards were budgetting for a surplus, they often found it transformed into a deficit; the Board of Revenue interferes in every detail, and the Collector, whom the people regard as the *de facto* ruler of the country, is the *ex-officio* President and sole executive of the Boards. Under these circumstances, the members, accustomed as they are always to

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defer to the wishes and inclinations of those in authority, have left the entire administration to be conducted by Collectors. The case, however, is slightly different in Municipalities, where more liberty is allowed to the members, and where the ranges are very limited. The attendance of members in Municipalities has always been more regular, and, as all parts of the town come under their direct observation, greater knowledge and interest are brought to bear on the decision of questions coming before them.

6. Being thus impressed that the people of this Presidency are fully competent to undertake the task of local self-government under proper rules and support, and that the failure of the existing system of Local Fund Boards and Municipalities is due to removable causes, the Association will proceed to consider how they should be re-modelled so as to ensure the means of securing the political education of the people without unduly sacrificing administrative efficiency.

The subject will be considered under the following heads :—

(1).—The area of jurisdiction to be entrusted to the several Local Fund Boards.

(2).—The mode of selection of Members in Local Fund Boards and Municipalities, their qualifications, &c.

(3).—The mode of adjustment of matters of common interest between the several Local Fund Boards and Municipalities.

(4).—The funds with which the Boards are to be entrusted and the purposes to which they are to be applied.

(5).—The mode of conducting business.

(6).—The amount of control to be retained in the hands of Government to prevent wasteful expenditure and secure efficient administration.

7. *Area of Jurisdiction.*—The Association is of opinion that the present area of Local Fund Circles is a great deal too large to secure local knowledge and interest.

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The average area of each Circle is now about 4,000 square miles with a population of a million. In several cases the area of the Circles is much greater; the Nellore Circle contains 7,150 square miles; Kurnool, 7,666; Coimbatore, 6,271; and Malabar, 6,201. An area of 7,000 square miles means a province more than 80 miles in length and 80 miles in breadth, supposing the country to be compactly situated, but in practice the distances are much greater owing to the irregular shape of the country. Several of the districts, such as Ganjam, Vizagapatam, Kistna, Godavery, Kurnool, South Canara, have not the advantage of Railway communication. It is, we believe, allowed on all hands that several of the Madras Districts are far too large to be administered efficiently by a single Collector; and we think it too much to expect members of Local Fund Boards to travel 70 or 80 miles to attend meetings, where they cannot be of much use owing to lack of direct interest, nor bring to bear any real or accurate local knowledge on the decision of the questions submitted to them. The Association is of opinion that, as a rule, a Local Fund Circle should contain not more than 50 or 70 villages, so grouped together that no part of the Circle may be more than ten miles distant from a central place at which the meetings of the Board should take place. There should be at least one Local Fund Board in each Taluk. If the proceedings of the Boards were always conducted in the Vernacular language of the district, the Association thinks that it would not be difficult to find men competent to serve on the Boards in Taluq areas and even in smaller sub-divisions. The work of Local Fund Boards requires no extraordinary talent; most of the land-holders, who are intelligent enough to manage their estates, will be on the Boards and will soon learn to manage the common affairs of the Circles if real powers be entrusted to them.

When the present Local Funds Act was being framed, the principle of restricting the area of Circles as much as possible was recognised, and it was intimated that the Circles would not be wider in area than the Revenue Division of the Districts,—although in view of possible difficulties in constituting efficient Boards within such areas in particular tracts of country, it was

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provided in the Act that the limits of the Circles should be fixed by an executive order of Government. In actually carrying out the arrangements, however, the Revenue Divisions were abandoned, and the Districts, with a few exceptions, were divided into two Circles, and a gradual increase in the number of Circles was contemplated. But the policy has not been carried out. Nay, instead of an increase there has been a gradual decrease in the number of Circles. No doubt the smaller the number of the Circles, the greater is the convenience for despatch of work, as it avoids delays, and increase of correspondence incidental to a multiplication of Boards; but the Association need hardly observe that centralization, while removing these evils, strikes at the root of local self-government. The Association is, therefore, of opinion that reduction in the size of the Circles is of the highest importance for the success of the scheme of local self government.

Of course if each Taluq or a portion of a Taluq is to be a Local FundCircle, it is absolutely necessary, as has been already observed, that the Proceedings of the Boards should be conducted in the Vernacular language of the district, as else, it would be difficult to find members taking an intelligent interest in the management of the affairs of the Circles. The meetings of the Boards are now presided over by European officers, and the proceedings are naturally conducted in English, and the native members in rural tracts, who are either totally ignorant of, or imperfectly acquainted with, English, are placed at a great disadvantage. The remarks of one of the gentlemen who have replied to our queries on this subject are so apposite that it would be well to quote them *in extenso.* He says:—"The adoption of the Vernacular language in preference to English is highly essential for the attainment of the object contemplated in the proposed arrangements for the formation of the Board. It is the agricultural classes that require the training in self-government most, forming as they do the bulk of the population. They are for the most part unacquainted with English, and if the proceedings of the Boards should be carried on in English, there will be very little improvement upon the existing state of things, however

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nicely the rules providing for the interpretation of what goes on in the meeting and the translation of the proceedings in the Vernacular may appear afterwards on paper. The chief cause of defect in the working of the present Local Fund and Municipal Boards is the adoption of English in lieu of the Vernacular language in transacting the business of the meeting. Ask a wealthy land-holder who has attended a meeting of the Local Fund Board, especially when the President happens to be a European, what transpired at the meeting, you will hardly find one in ten able to tell you what subjects were discussed and how each was disposed of. It is a sad pity to see those who attend the meeting sitting all the while very uneasily and anxiously, thinking when the meeting would come to a close so that they may go out freely. This is simply because they are not able, or are not allowed, to partake in the debates, and are at the same time compelled to appear as if they knew all and approved of each resolution passed at the meeting. In the majority of cases this utter ignorance of what they are supposed to be fully aware of is not due to any want of intelligence on their part. Explain to them fully what is going on, and patiently hear what they have to say, you will find them able enough to give you practical opinions decidedly advantageous to their fellow citizens." There is no objection to the correspondence being conducted with the District officers, where necessary, in English, but the Association is decidedly of opinion that to require that the proceedings of the Boards should be conducted in English would be to add another and a formidable one to the list of difficulties which the local self-government scheme has to contend against in this country.

8. *Mode of selection of Members of Local Fund Boards and Municipal Commissions*:—The Government of India desire that, with a view to associate the people at large with the work of local self-government and educate them to manage their own affairs, the system of election should be adopted wherever possible, and that its eventual extension to all parts of the country should be constantly kept in view and steadily worked for. The opinions of the gentlemen whom the Association has consulted on this subject, unmistakeably show that the

elective system can be adopted in all parts of the country excepting those hilly or jungly tracts inhabited by wild tribes. M. R. Ry. Jaganatha Row, the Head Dewan of Vizianagaram, has contributed some very valuable suggestions on the subject (*Vide* Appendix B, page 12). After a careful and anxious consideration of the question, the Association has come to the conclusion that the system of election can be adopted in all parts of the country except those tracts inhabited by wild tribes; but at the first stage of the experiment, it will be necessary for Government to retain in its hands the power of nominating a fixed proportion of the members. The Association does not think that it is necessary to make any distinction between the several districts in regard to the extent to which the system of election should be introduced. Doubtless the spread of education and the diffusion of general intelligence has been greater in some districts than in others, but the Association considers that there is no district in which it would be unsafe to adopt the system of election limited as above. On the contrary, the Association apprehends that, if the system of election is introduced in some districts only, the competition for healthy action will be less keen, and the results less satisfactory. For one or two years elections may prove failures, unless the more intelligent and educated natives in all parts of the Presidency, impressed with a due sense of the importance of the experiment, come forward to organize election committees and rouse the people to exercise their elective rights. But what the Association has learnt regarding the state of public feeling ever since the Viceroy's resolution was promulgated, leads it to hope that, if duly encouraged by Government, the more influential members of the native community will bestir themselves and act a worthy part.

9. As regards the number of members, the Association is of opinion that each Local Fund Board and Municipal Commission should at least have 12 members, one-fourth of whom may be nominated by Government; and if possible, more than 12, to ensure a proper representation of the whole circle or town. Both in regard to Municipalities and Local Fund Circles, it is desirable that the election should take place by wards or divisions representing nearly equal area, population and revenue, and having the right

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of electing two members. At the end of the first year, half the elected members (one of each ward or division) will go out of office and their places supplied by newly elected members; and at the end of the second and succeeding years those who have been two years will retire and make room for new men, in both cases, the same men being eligible for re-election.

The plan above sketched while familiarizing the people to modes and objects of election and inducing them to take continuous interest in it, will also give the members sufficient lease of power to be able to do some good to the tracts they represent.

10. In subdividing the circles and towns into wards, care will no doubt be taken to arrange that the inhabitants professing a particular religion or belonging to a particular caste, are, so far as practicable, grouped together so that all classes may have due representation. In cases, however, in which it may not be possible to effect this, and in which the class remaining unrepresented is sufficiently important, the Government will redress the inequality by appointing from among that class the members they have the right to nominate. But, beyond this, the Association does not consider it would be possible to recognize caste distinctions, or to make the election of members dependent on them without unnecessarily rousing caste feelings and animosities.

11. As regards the qualifications of electors, the Association is of opinion that they should be fixed pretty high, but, of course, not so high as to reduce the number of persons entitled to vote to an insignificant proportion of the total number of rate-payers. Taking the Presidency as a whole, the number of Puttadars who pay an assessment of not less than Rupees 10, is about one-third of the total number, but the proportion varies in different districts. The Association thinks that it is desirable to secure about a third of the land-owning agricultural class as voters, and accordingly proposes to fix as the qualification in the case of ryotwari Puttadars the payment of not less than Rupees 20 as assessment, with the proviso that when the limit prescribed excludes more than 70 per cent of the Puttadars in any particular district, the

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money qualification for the franchise for that district should be so lowered as to secure the required proportion of voters. In the case of Inamdars and of the ryots of Inamdars and Zemindars, the same qualification may be made applicable, with this difference that, instead of the qualification depending upon the assessment paid to Government, it will be based upon the rental on which the land cess is fixed. Zemindars, Mittadars and Proprietors of permanently settled estates, may all be declared eligible to vote, and the qualification of the artizan and mercantile classes may be made to depend upon the payment of the Imperial License tax. No doubt, by adopting this plan all persons who get a smaller income than Rupees 500 are denied votes, but this inconvenience cannot at present be avoided, as any attempt to assess the income of traders for the purpose of elections would prove altogether fruitless and lead to complications. In the case of persons with fixed incomes, such as Government servants, &c., the Association would give a vote to all persons who get a salary of Rupees 20 and upwards, or a pension of not less than Rupees 10 per mensem. Apart from the pecuniary qualifications above proposed, the Association is of opinion that it is essential to the success of the experiment that the educated classes should be made to interest themselves in it, and that therefore all persons who have passed the Matriculation Examination or the Special Tests prescribed for Government appointments, should have the right to vote if they have been residents of the Circles for a period of not less than 12 months. The Association is aware that objections are often made to making a mere educational qualification entitle a man to a share in the management of local concerns, but whatever the theoretical objections to the proposal may be, the Association has no doubt that in practice it is on the educated classes chiefly the duty of maintaining local institutions and working them efficiently will fall, and special concession in their case is necessary for the success of the present experiment. In the case of joint Puttahs, the Association considers that each sharer should be entitled to vote, if the joint assessment divided by the number of shares exceeds 20 Rupees, and when the whole assessment is more than Rupees 20 but each

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individual share is less, the sharers will be given a vote if they can agree among themselves.

12. In the case of Municipalities, the Association would prescribe the additional qualifications of payment of Rs. 3 as house-tax, or a house-rent of Rs. 20 per annum, or an aggregate amount of Rs. 10 per annum as Municipal taxes under all heads. The Association is opposed to the adoption of the plan of cumulative votes, as it will leave an unduly large amount of power in the hands of particular sections of the people.

13. With reference to the qualification for members of Local Boards, after much consideration the Association has fixed payment of Rupees 50 per annum to Government as the qualification in the case of ryotwari Puttadars. The Association would gladly fix it somewhat higher, as it is desirable to get a high class of men for members, but it is afraid that the adoption of a higher limit than Rupees 50 will in some districts unduly restrict the sphere of selection. Ordinarily, the most influential man in each election Division will be elected, and where this is not the case, the Government can remedy any defect in this respect in nominating the members whom it has the right to nominate. All Zemindars, Mittadars and all Inamdars rated for land cess at Rupees 50 and more, and the ryots of Inamdars and Zemindars rated at the same amount, will also be eligible. In the case of the trading and mercantile classes, the Association would make persons paying a License tax of Rs. 25 or more to Government eligible, as also all graduates of the Madras University.

14. In the case of Municipalities, persons paying annually a house-tax or professional tax of Rupees 7 or more, or house-rent of Rupees 40 or more, or Municipal tax of Rs. 20 in the aggregate or more, will be eligible.

15. Persons convicted of cognizable offences and insolvents will be ineligible.

16. The list of voters and of persons eligible to serve as Members should be prepared by the Tahsildars of the Taluqs in the case of Local Fund Boards and by the Vice-Presidents in the case of Municipalities, and published not less than three months before the time fixed for election. Any person who considers that his

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name has been improperly omitted may require his name to be included in the list within one month after its publication, and if this is refused, he should have the right to appeal to the Divisional officer or the Municipal Commissioners, as the case may be, whose orders shall be final.

17. As pointed out by the Government of India, it is undesirable that the chief executive officer of the District or Sub-Division should be Chairman, or even a member, of a Local Board. The Association accordingly suggests that Magistrates and Police Officers should have no seats in the Board. The Association has taken special pains to ascertain the opinions of experienced and intelligent native gentlemen on this subject, and an overwhelming majority of them are decidedly in favor of the exclusion of these officers. The powers wielded by Magistrates and Police officers in this country are so great, and the classes of people from which Local Fund Members will have to be recruited are so timid that the Association apprehends that if these officers be on the Board, the entire work will virtually fall into their hands and the administration will, to a great extent, lose its popular character. There will doubtless be some European officers, who will encourage the non-official members to think and act for themselves; but it is too much to expect that all classes and grades of Magisterial and Police officers will constantly keep in view the great object which Local institutions are intended to subserve, and check the tendency of power to drift into their own hands exclusively. The Association is aware that the exclusion of Police and Magisterial officers will deprive the Local and Municipal Boards of the very useful help which they, by their training, their experience and knowledge, would be able to render in emergencies; but it is convinced that in the present circumstances of the country, and considering the immense influence which the official classes possess over the people, their admission into the Boards would be fatal to real local self-government.

18. *Mode of adjustment of matters of common interest between the several Local Fund Boards and Municipalities.*—The Association is of opinion that for the adjustment of

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matters of common interest to Local Fund Boards and Municipalities, there should be a District Board at the Head-quarters of each District, composed of two delegates from each Taluq and Municipal Board, and of a certain number of persons nominated by Government. When the size of the Circles is reduced, it will often be found that the funds collected within one Circle are insufficient to defray its expenses of Local Administration without the aid of contributions from neighbouring Circles. An important trunk road might run on the outskirts of a rich Circle and through the heart of a poor one, while benefitting both equally; and if the duty of maintaining the road were entirely thrown on the poorer Circle, it might tax the resources of the Circle to such an extent as to leave little or nothing for improvements of a strictly local character. Oftentimes works may have to be undertaken which benefit a number of Circles, and the quota of expenditure payable by each will have to be equitably adjusted. Economy may dictate the expediency of one establishment for the supervision of Public works, &c., for several Circles in common. In the case of Municipalities, the tolls collected by them on through traffic will have to be equitably divided between them and the Local Fund Circles through which it passes. For these purposes and for general guidance of the Circle Boards, and to check any tendency on their part to degenerate into selfish cliques, the District Council seems to be very necessary, nay, indispensable. At the same time, to avoid centralization and to ensure localization of expenditure, the Association would provide that not less than 50 per cent of the funds collected within a Circle be spent solely for its benefit.

The Association thinks that the District Board should have the following powers over the Circle Boards :—

(1.) To allot funds to the various Circles, subject to the provision that not less than 50 per cent of the collection made in each Circle shall be spent within the limits of that Circle.

(2.) To frame general rules for the execution of works, for conduct of business, and for the management of local institutions, such as schools, dispensaries, &c.

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(3.) To revise the budget estimates of the Circle Boards and submit a consolidated budget for all the Circles within the District to the Presidency Local Fund Council, the constitution of which will be hereafter explained.

(4.) To sanction estimates of new works and repairs, subject, however, to the proviso, that when the estimated cost of the works is more than Rupees 5,000, the estimate should be submitted to the Chief Engineer for professional check and approval.

(5.) To transfer funds from one minor head in the budget to another minor head, provided the transfer is recommended by the Local Board.

(6.) To sanction the creation of any appointment, on a salary exceeding Rupees 15 proposed by the Circle Board.

(7.) To make appointments of the common officers of two or more Circle Boards or of the District Board itself.

(8.) To hear and decide appeals against the orders of the Circle Boards.

(9.) To hear and decide appeals against the decision of the Vice-Presidents.

(10.) To make special arrangements for the execution of works affecting the interests of a Circle or several Circles in common with their consent.

(11.) To arrange for the audit of accounts.

19. The Association considers that the powers of the District Board over Municipalities should be much less than those recommended above, as the chances of mismanagement are fewer in them than in Local Fund Circles. The Association at first thought that Municipalities might even remain entirely independent of the District Boards, but further reflection has induced it to alter this opinion. There are matters of common concern to Municipalities and Local Fund Boards, and it is necessary to have some authority for arbitrating between them; and the District Board, composed as it will be of the pick of men available, both official and non-official, must needs be the most

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competent body for deciding in all cases of conflict of interests and for exercising a wholesome general supervision over all the Local affairs of the District, whether urban or rural.

The Association would therefore make Municipalities subordinate to the District Board in matters defined below:—

(1.) No bye-laws proposed by Municipalities should be sanctioned by Government unless the same be recommended by the District Board.

(2.) Municipalities will submit annual budgets and reports to the District Board, which will forward the same to the Presidency Local Fund Council with its remarks.

(3.) No District Board will have power to modify the budget programme of the Municipalities, but will submit its objections for the consideration and decision of the said Council.

(4.) District Boards will have power to sanction transfer of allotments from one minor head to another in the sanctioned budget on the application of the Municipalities concerned.

(5.) District Boards will have power to call for any reports, returns, or other information connected with Municipalities.

(6.) District Boards will have power to decide in all matters of common interest to Circle Boards and Municipalities, and determine the contributions to be made by the one to the other in respect of such matters.

20. *Funds with which the Boards are to be entrusted and the purposes to which they are to be applied.*—The Association is of opinion that no new taxes should for the present be imposed, as any such attempt is likely to prejudice the minds of the people against the proposed scheme of local self-government and to neutralize the earnest efforts contemplated for the advance of the political education of the people. By and bye, when the people feel the need for adequately providing for local improvements, doubtless they would be less unwilling to be taxed for the purpose. The house-tax, an unpopular species of taxation which is provided for in the Local Fund Act, but which has not till now been levied any where, may well be removed from the list of taxes to prevent its revival. The Government

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might well transfer to the management of Local Fund Boards and Municipalities cattle pounds and ferries, with, of course, the revenues derived from them. The duty of holding public exhibitions, cattle shows, and maintaining model farms and industrial schools, may be transferred to Local Boards on the condition, however, that the Government makes to the Boards grants sufficient to meet the expenditure connected therewith. It should be provided by law that the assignments so made in lieu of services transferred should, under no circumstances, be withdrawn. The Association observes that in 1871, when the Local Fund Act was introduced and certain services formerly maintained at the cost of the Imperial exchequer were transferred to Local Fund Boards, a grant-in-aid of 19 lacs was made to the Local Boards to meet the additional cost. The bulk of it was intended for the maintenance of what are called trunk roads, which had always been maintained from the Imperial exchequer. For the next four years, grants averaging 11½ lacs of Rupees were made annually for this purpose, but in 1876-77 the grant was suddenly reduced to less than 2½ lacs, and in subsequent years it has dwindled into almost nothing, and at present it consists of an assignment of about half a lac made for the purpose of maintaining the roads of Ootacamund.

The sudden withdrawal, at one stroke, of nearly 12 lacs of Rupees, amounting to nearly one-third of the local income, has crippled the resources of most of the Local Fund Circles to such an extent that, after meeting the fixed charges on account of the cost of the roads and establishments, little is left for doing anything in the way of substantial local improvements. The construction of local roads to connect the principal lines of communication, which was the chief object of the Local Fund Act, and which it was expected that the ryots would much appreciate, has been little attended to, and the complaint is general among the tax-payers that they have derived very little benefit for the thousands of Rupees they have contributed to Local Funds during the last dozen years. The maintenance of imperial lines of communication hardly comes within the scope of the Local Fund Act, and the Association would strongly urge the restoration

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of the grant of 12 lacs of Rupees to the Local Funds of this Presidency. This would at once dispel the notion that local self-government is intended as a device to supplement Imperial revenues by throwing really Imperial expenditure upon Local Funds, and will convince the people that money raised by local taxation will not be spent on purposes other than strictly local. Suggestions have been made by some of the gentlemen whom the Association has consulted, that the management of Devastanums and the maintenance of Minor Irrigation works may be entrusted to Local Boards, but after full consideration, the Association has reluctantly come to the conclusion that, while these are duties which, if well performed, will popularize the Committees, they are not such as could well be entrusted at present to Local Fund Boards. The management of Devastanums is likely to engender sectarian feelings and animosities, and the duty of maintaining irrigation works is likely to be better performed by parties directly interested in their up-keep, *i. e.*, the Government which derives the revenues, or the land-holders who actually cultivate lands under them, than by a body elected by the people, of whom only a section have a direct or immediate interest in them. Of course the Association sees no objection to the Local Fund Engineers repairing the irrigation works selected by the Collector, if the requisite funds are placed at the disposal of the Boards, and a suitable payment in the shape of a percentage on the sum expended be made to them as contribution for services rendered ; but it considers it objectionable that the maintenance of irrigation works should be made a charge upon the Local Funds with or without a fixed grant for the same.

21. *The mode of conducting business.*—The first point for consideration under this head is the appointment of the President and Vice-President of the Circle and District Boards, and of Municipalities. The Association is of opinion that the Presidents of Municipalities and the Vice-Presidents of Circle Boards as well as of Municipalities, should be elected by the Boards themselves. As the Boards will be composed of influential men in society, they may be trusted to exercise their rights wisely. But in the case of District Boards, the Association thinks it

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would be advantageous, at least for some time to come, to have the Collector as the President, but with no executive powers, which will be vested in the Vice-President, who will be elected by the Board. It does not seem to be desirable that the Collector should at once be altogether dissociated from the Local Fund Administration and made to regard it as altogether alien to his duties. His influence and advice will be of immense value, while, if the executive duties are vested in an elected Vice-President, the non-official members will feel that the real power is in their hands and they have real responsibilities to discharge. In advocating the withdrawal of the executive powers from the Collector, the Association wishes to be understood as casting no reflection on him. The traditional feeling of respect with which the Hindu mind is imbued towards those in authority deters all free communication of opinions and sentiments, except under special encouragement between the non-official members and the President; and it is too much to expect that in matters requiring speedy disposal, the Collector would constantly be on the guard against exhibiting signs of impatience calculated to check their free and independent action. It is on this ground that the Association has thought fit to put forward the suggestion that the members should be left to manage their concerns themselves, and call in the aid of the President only in sudden and extraordinary emergencies.

22. The Association thinks it also desirable that members elected by each Circle should be allowed, at the discretion of the Board, to inspect, superintend, or report upon any work and be empowered to receive petitions from residents and pass orders on the same. But to guard against the abuse of power by individual members, such orders should be subject to an appeal to the Board.

23. The collection of all taxes must be in the hands of the Boards themselves, but in the case of land cess, it would be economical to leave the collection as it is now in the hands of Revenue authorities, as the cess is collected along with the land revenue and in fact forms part of it. The Association thinks it will be a good arrangement if the full demand, minus a certain fixed percentage for bad debts be paid by Government to the Local

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Boards in equal monthly instalments, the Government collecting the entire land cess along with the Land revenue in the same way as Zemindars collect land cess and pay it over to the Local Funds.

24. *Control to be retained in the hands of Government.*—As pointed out by the Government of India, the raising of taxes in other than authorized forms, any mistake in regard to which might produce distress and discontent among particular sections of the community, the contracting of loans, the alienation of Municipal property, which might lead to embarrassments in the future, and interference with any matters involving religious questions and the like, which might seriously endanger the public peace, are matters in which Government should have an absolute power of veto. Concerning the ordinary administration, the Association is of opinion that Government should lay down general principles which should guide the Local Boards, leaving their application in individual cases entirely to them. The principal matters with which the Local Boards have to deal are—1st, Public Works; 2nd, Education; 3rd, Sanitation; 4th, Vaccination; 5th, Medical relief. As regards the first, the Local Boards have now their own Engineers, who are entirely under their control, but the Association has provided that estimates for works costing more than Rupees 5,000 should be submitted to the Chief Engineer for professional check. As regards education, the minimum standard of instruction which should be provided out of the Local Funds and the qualifications of teachers to be employed should be prescribed by Government; but every thing else should be left to the Local Boards. As regards the standard of education to be provided from Municipal and Local Funds, the Association is of opinion that Municipalities should maintain schools up to the Middle School Standard, and Local Fund Boards maintain Primary Schools, the Government continuing the present grants for these purposes alone. As regards medical relief, it may be made obligatory on Local Boards to employ only certificated Medical practitioners, and a similar restriction may be placed on the Vaccination Service also.

25. The heads of all these departments will be inspecting officers, and will bring to the notice of Government

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all serious defects in the administration of their respective services. They may offer advice and suggestions to the Local Boards when consulted, but they should never dictate to them. This, the Association thinks, should be expressly laid down in the enactment in connection with Local Funds, as otherwise the natural tendency of departmental encroachments on Local Fund Administration would leave the Local Boards very little power. The Budget estimates of receipts and expenditure must continue to be submitted to Government through the President; but the Association is strongly of opinion that if the Local Boards are to take any interest in the working of local institutions, the Budgets prepared by them should not be liable to be altered by a department of Government as it deems best, but should be disposed of after giving to the several Local Boards an opportunity for making their remarks on the various recommendations made by the heads of departments in regard to their proposals. For this purpose the Association would earnestly urge upon Government the necessity for instituting an annual council to be designated the Presidency Local Fund Council, composed of the Members of Government, the principal Secretaries, and the heads of various departments, and one delegate from each District Board. This Council may meet in the early part of each year, say January. The procedure may be somewhat as follows:—The Presidents will submit the Budgets to Government with their remarks in the month of October as at present; at the same time, copies of portions of the Budget appertaining to Education, Vaccination, Medical Relief and Sanitation will be sent to the Director of Public Instruction, Superintendent of Vaccination, the Surgeon General, and the Sanitary Commissioner, who will communicate their remarks to Government. The Secretary to Government charged with the duty of examining the Budgets will draw up a memorandum with reference to the various recommendations received from the heads of Departments for the information of the Council, who will decide after hearing the representations which the delegates from the various District Boards may have to make. The advantages of this plan are obvious. The various services being represented by the

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heads of the several departments, and knowledge of local details and circumstances being secured by the presence of the delegates from District Boards, opportunities will be afforded for arriving at a just decision. The mutual explanations between the District delegates and the heads of Departments will result in a common understanding, and the Government will be given a real and salutary control over Local Fund administration, without making the Local Boards feel that they are liable arbitrarily to be overridden by the Government Departments. The reports on Local Fund administration might also be considered in this Council and explanations asked of the delegates as to any apparent shortcomings in the administration. The delegates, on the other hand, would have an opportunity of bringing to the notice of Government any practical difficulties in working the general rules laid down for their guidance. The formation of this Council will also confer great dignity on District Boards, and will induce the influential members of the native community to regard a seat on the Board as a great distinction, greater indeed than the special titles proposed to be conferred by the Government of India. And generally the direct association of the representatives of the people with the members of Government annually cannot fail to be of great advantage to the good administration of the country, and to lead in course of time to important developments in the direction of political education. The Association is not aware of any serious disadvantages which have to be set against the advantages above enumerated. The delegates from the districts will be picked men capable of forming intelligent opinions on the affairs of their Districts. If the District Boards find it difficult to send to the Presidency a Member of their own body to represent them in the Council, they may be empowered to select some gentleman at Madras to represent them. It is not likely that in a Council constituted in the manner described, there will be any danger of the non-official members factiously combining to defeat measures considered necessary by Government for the good administration of the country: and should it be thought desirable to provide a safe-guard against such an improbable contingency, the Governor of the Presi-

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dency may have the extraordinary power of vetoing the decisions of any Board or Council.

26. To show that the constitution of the Presidency Local Fund Council which the Association suggests is not an extravagant proposal, it may be observed that when the Local Funds Act was enacted in 1871, a proposal to render it obligatory on Government to submit the Provincial Budget Estimates to the scrutiny of the Legislative Council—a measure of much wider scope than the one now proposed—was discussed and would have been carried out but for a legal difficulty. A similar suggestion was made by the Government of India in 1870, with reference to the Provincial revenues, and even before 1871 the measure was advocated by Sir Charles Trevelyan, Sir Thomas Pycroft and others.

27. The question was discussed by the Association as to whether a permanent body like the Local Government Board in England cannot be constituted for the control and guidance of the Local Boards in this country. After a careful consideration of the question, the Association has come to the conclusion that such a Board will not work well in practice. It would not be possible to arrange for the District Boards sending delegates to such a Board, and it cannot therefore have the help of local knowledge in deciding questions coming before it. If the members of the Board are paid for their services, the tendency will be to increase work by interfering with Local Boards, to justify their existence; if, on the other hand, the members are honorary, without the advantage of local knowledge and local interest, the Board is likely to become a useless clog serving only to impede the despatch of business. The Local Fund Council which will meet for a week or two in the year will not be liable to the same objections.

28. The Government, in its executive capacity, should have the power to direct any particular work that may be urgently necessary, to be executed by the Local Boards, and in case of their neglect or refusal to do so within a specified time, to get it done under its own orders and charge the cost to Local Funds. It should also have the power of dismissing a Board for gross neglect of

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duty or corruption, after giving it an opportunity for explaining its conduct, and carefully considering its representations. These extraordinary powers must be reserved for extraordinary occasions and their actual exercise will in practice be seldom necessary.

29. The Association is of opinion that the Board of Revenue should be relieved of all responsibility in regard to the administration of Local Funds, and that the powers of the Government, of the Collector, and of the heads of several Departments, &c., should be strictly defined by law, and the Local Boards formally declared to be independent, excepting, of course, where they are subject to the control of other bodies or authorities; for otherwise, the tendency will be for official Departments to encroach on the functions of the Local Boards.

30. The Association has had some difficulty in forming an opinion as to by whom the Local Fund audit should be conducted. At present the audit is primarily conducted in the President's Office and the accounts are finally checked in the Accountant-General's Office. The audit in the President's Office may be conducted in the District Board Office under the direction of the Vice-President. Strictly speaking, the final audit should be made by some authority which is not directly responsible for Local Fund Administration; but the Association does not consider that any harm will result by accepting the audit by the District Board as the final audit, with the proviso that the audited accounts shall be published in the District Gazette, and that any rate-payer may impugn the account before a District Court or such other officer as may be appointed by Government for the purpose. The Government should have the power to call from the Local Boards any returns or statistical information they may require and to prescribe forms of returns for the purpose.

31. *General Remarks.*—The Association has endeavoured to give an outline of the measures and arrangements necessary for ensuring success to the important scheme of local self-government, but it must not omit to mention one essential condition of success, viz, the support and encouragement of the superior officers of Government to the scheme.

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The sense of dependence of the people on the official classes is so great that unless the superior European officers sternly repress in their subordinates any tendency to assume an attitude of indifference or obstruction to the measures in progress, the difficulties in working the scheme will be greatly increased and its success rendered uncertain. If, on the other hand, the superior officers of the service do, as the Association doubts not they will, give their hearty co-operation to the measures, the Association fully believes that the present efforts will be crowned with a success which will for ever redound to the glory of the British name.

V. BHASHYAM IYENGAR,
President,
Madras Native Association.

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The following are the resolutions adopted at several meetings of the Association held for the purpose :—

CIRCLE BOARDS.

I. The areas of Local Fund Circles, as at present constituted, being far too large to be compatible with efficient local self-government, there ought to be, as a rule, one local Fund Board for each Taluq.

II. The number of Members constituting each Circle Board should not be less than 12, and should be considerably more in the more populous Taluqs, and three-fourths of the Members should be elected by the people, and one-fourth appointed by Government.

III. For purposes of election, each Circle Board should be divided into half as many wards as there are Members to be elected, each ward to nominate two Members, and the division into wards being so arranged as to make the land cess in each ward its population and extent as nearly equal as possible.

IV. The following persons shall be qualified to serve as Members of Circle Boards.

1. Holders of ryotwari lands, paying an assessment of Rs. 50 or more a year to Government.
2. Persons paying a rent of 50 Rupees or more a year to Zemindars or Inamdars.
3. Holders of Inam-lands of which the rent-value is fixed at Rs. 50 or more for land cess.
4. Zemindars, Proprietors, Mittadars, or other holders of permanently settled estates.
5. Persons paying a license-tax of Rs. 25 or more.
6. Graduates of the University.

V. The following persons shall be held disqualified to be Members of Circle Boards :—

1. Persons under 21 years of age.
2. Persons convicted of cognizable offences.
3. Insolvents.

VI. Any Member of a Circle Board guilty of gross misconduct or neglect of duty should be removable by Government at the instance of the Board.

VII. Half the number of Members for each ward to be determined by drawing lots will go out of office the first year, and an equal number will be elected by each ward to supply their

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places and in each succeeding year, members for each Ward who have held office for two years will go out and new Members will be elected in their stead, the retiring Members being eligible for re-election.

VIII. Vacancies caused in the District or Circle Boards by the death, resignation, suspension or dismissal of an elected member, shall be filled up provisionally by the Board concerned until the next ensuing election.

IX. The following persons shall be qualified to vote a member to Circle Boards.

1. Holders of Ryotwari lands, paying an assessment of Rupees 20 or more to Government.
2. Persons paying a rent of Rupees 20 or more to Zemindars or Inamdars.
3. Holders of Inam-lands of which the rent-value is fixed at Rupees 20 or more for land cess;

Provided that, where the adoption of the rent-value aforesaid does not bring in 30 per cent. of all land owners belonging to the three classes aforesaid, the pecuniary limit above laid down be lowered, so as to secure that proportion of 30 per cent.

4. Zemindars, Proprietors, Mittadars, and other holders of permanently settled estates.
5. Persons paying a license tax.
6. Persons getting a fixed salary of Rupees 20 or more per mensem.
7. Persons getting a pension of Rupees 10 or more per mensem.
8. Persons who have passed the Matriculation examination or any of the Special Tests.

Provided that persons referred to in classes 6, 7 and 8 have been residents of the Circle for a period of not less than twelve months.

X. In the case of joint puttahs each name shall be entitled to a vote, when the joint assessment divided by the number of names in the puttah yields Rupees 20 or more for each share.

Provided that a single vote shall be allowed for the whole puttah, where the joint assessment divided, as is explained in the foregoing paragraph, does not yield Rupees 20, the whole assessment being over Rupees 20, if the joint holders will agree among themselves as to which one of them will vote.

XI. The following persons shall not be entitled to vote.

1. Persons convicted of cognizable offences.
2. Persons under 21 years of age.

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XII. A list of persons qualified to vote shall be prepared in the vernaculars by the Tahsildar of the Taluk concerned and published two months before the date of election.

XIII. Any person qualified to vote, but whose name has been omitted from the list, may by a notice in writing within a month from the date of publication, require his name to be inserted.

An appeal shall lie to the Divisional Officer, against the Tahsildar's orders in this matter.

XIV. The Divisional Officer's orders shall be final.

XV. Circle Boards should elect their own President and Vice-President from among their members.

XVI. The President and the Vice-President of Circle Boards shall each hold office for two years, but shall be eligible for re-election.

The entire executive work of each Circle Board shall be done by the President or in his absence by the Vice-President; the President or in his absence the Vice-President shall correspond with the officers of the several Government departments.

XVII. Appointments of Officers to Circle Boards shall be made by the President of Circle Boards.

XVIII. Members representing each Ward may be allowed at the discretion of the Board to inspect, superintend or report upon any work or be empowered to receive petitions from the residents of their respective Wards and pass orders on the same, but such orders shall be subject to an appeal to the entire Board.

XIX. Provided that when the Board deems it expedient, any members belonging to any Ward may be deputed to do similar work in any other Ward.

Provided also that the Board shall from time to time define in what matters the member for the Ward or other members so deputed may pass such orders.

XX. In view to avoiding inconvenience by slow collections the Government should be requested to make over to Circle Boards the entire demand of land cess by monthly instalments, minus a percentage for bad debts determined with reference to the amounts written off the accounts in the past years or some other equitable data.

XXI. All the revenues appertaining to Local Funds shall be collected by the Circle Boards except the land cess which must be collected by the Collector on behalf of Circle Boards.

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MUNICIPALITIES.

I. Municipalities shall be subordinate to District Boards only in matters defined below.

(1.) No Bye-laws proposed by Municipalities shall be sanctioned by Government unless they are recommended by District Boards.

(2.) Municipalities will submit Budgets and Annual Reports to District Boards who will submit the same for the sanction of the Presidency Local Fund Council with remarks.

(3.) It shall not be competent to District Boards to modify the Budget programme of Municipalities, but they may state their objections for the consideration and decision of the said Council.

(4.) District Boards shall be competent to sanction transfer of allotments from one minor head to another on the application of the Municipality concerned.

(5) The District Board shall have power to call for any reports, returns or information connected with Municipalities which will be bound to furnish the same.

(6.) District Boards shall have power to decide on all matters of common interest to Circle Boards and Municipalities, and determine the contributions to be made by one to the other in respect of such matters.

II. Municipalities shall elect their own President and Vice-President from among the Members.

III. The following persons shall be qualified to vote members to Municipal bodies:—

1. Holders of Ryotwari lands within Municipal limits paying an assessment of Rupees 20 or more to Government.
2. Persons paying a rent of Rupees 20 or more to Zemindars or Inamdars within Municipal limits.
3. Holders of Inam or Zemindary lands, having an assessment of Rupees 20 or more for land cess.
4. Persons paying a License Tax to Government.
5. Persons getting fixed salaries of Rupees 20 or more or pensions of Rupees 10 or more per mensem, provided they have been resident within Municipal limits for at least 12 months.
6. Persons who have passed the Matriculation Examination of the Madras University, resident within Municipal limits for at least 12 months.
7. House-owners paying a house-tax of Rupees 3 or more a year.

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8. Occupiers of houses paying a rent of Rupees 20 or more a year to the land-lord.
9. Persons paying a trade or professional tax of Rupees 3 or more a year to the Municipality.
10. Persons paying on any account an aggregate Municipal tax of Rupees 10 or more a year.

IV. Persons under 21 years of age or convicted of cognizable offences shall be disqualified to vote members to Municipal bodies.

V. The following persons shall be eligible for being voted to be members of Municipal bodies:—

1. Holders of Ryotwari lands within Municipal limits paying to Government an assessment of Rupees 50 or more to Government.
2. Persons paying a rent of Rupees 50 or more to Zemindars or Inamdars within Municipal limits.
3. Persons holding Inam or Zemindary lands of which the rent value is Rupees 50 or more.
4. Persons paying a License-tax of Rupees 25 or more to Government, resident for at least 12 months within Municipal limits.
5. Graduates of the University resident for at least 12 months within Municipal limits.
6. Owners of houses paying to the Municipality a house-tax of Rupees 7 or more a year.
7. Occupiers of houses paying to the land-lord a rent of Rupees 40 or more a year.
8. Persons getting fixed salaries of Rupees 40 or more or a pension of Rupees 20 or more per mensem, provided they have been resident within Municipal limits for at least 12 months.
9. Persons paying a trade or professional tax of Rupees 7 or more a year to the Municipality.
10. Persons paying on any account an aggregate Municipal tax of Rupees 20 or more a-year.

VI. Persons under 12 years of age or convicted of cognizable offences and Insolvents shall be disqualified to be Members of Municipal bodies.

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DISTRICT BOARDS.

I. There shall be a District Board at the head-quarters of the District, composed of two delegates from each Circle Board, with Government nominees not exceeding a fourth of the number of such delegates.

II. Collectors shall be *ex-officio* Presidents of District Boards, provided that it shall be competent to Government to authorize particular District Boards to elect their President from among the Members. In such cases, the President so elected will exercise all executive functions.

III. The President of District Boards, where the Collector of the District is not such President *ex-officio*, and the Vice-President of District Boards shall each hold office for two years but shall be eligible for re-election.

IV. Police Officers and Magistrates other than Honorary and Village Magistrates, shall be ineligible to serve as Members of Circle and District Boards.

V. No Revenue Officer shall be eligible for the office of President or Vice-President.

VI. The entire executive work of each District Board shall be done by the Vice-President where the District Collector happens to be *ex-officio* President, or by the President, where the President is elected by the Members. The Vice-President or the President, as the case may be, will correspond directly with the officers of the Government Department.

VII. Proceedings of the Meetings of District and Circle Boards shall be conducted in the vernacular language of the District.

VIII. Appointments of officers in District Boards, shall be made by the President or Vice-President, whichever of these officers has the charge of the executive Branch under the foregoing Rules.

IX. Appointment of officers on salaries exceeding Rs. 20 shall be subject to the confirmation of the Board, whether Circle Board or District Board.

X. Officers serving under more than one Circle Board shall be appointed by the President or Vice-President of District Boards, whichever of these officers has the charge of the Executive Branch of District Boards.

XI. No appointment carrying a higher salary than Rs. 15 per mensem shall be created by Circle Boards without the previous sanction of District Boards, and it shall be competent

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to the District Board to create all appointments that may be required in common for two or more Circles or for the District Board itself.

XII. The District Boards shall be invested with the following powers:—

(1.) To allot funds to the various Circles, subject to the minimum of 50 per cent already resolved upon.

(2.) To frame general rules from time to time for the conduct of business in Circle and District Boards for the management of Local Fund Institutions, such as Dispensaries and Schools and for execution of works.

(3.) To revise the Budget estimates of Circle Boards and submit a consolidated Budget for the whole District for the sanction of the Presidency Local Fund Council.

(4.) To sanction estimates of New Works and Repairs, provided that when the cost of a work is more than Rs. 5,000, the estimate should be submitted to the Chief Engineer for professional check and approval.

(5.) To sanction the transfer of funds from one major head to another with the approval of Government.

(6.) To sanction the transfer of funds from one minor head to another in the Budget, on the application of the Circle Board concerned.

(7.) To sanction the creation of appointments as provided for elsewhere.

(8.) To hear and decide appeals against the orders of Circle Boards.

(9.) To hear and decide appeals against the orders of their own President or Vice-President, whichever of these officers is charged with the Executive Branch.

(10.) To make special arrangements for the execution of any work which may affect the interests of more than one Circle.

(11.) To arrange for the audit of accounts.

XIII. The District Board shall not have power:—

1. To borrow money without the sanction of Government.
2. To impose or enhance any tax sanctioned by law without the previous sanction of Government.

XIV. It shall be competent to Government to execute any work provided for in the Budget and recover the cost from the Local Fund concerned, if the District Board neglect to do the work after notice within a reasonable time to be specified.

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XV. Of the revenue derived from each Circle, no more than 50 per cent shall be allotted for expenditure in other Circles.

XVI. The District Boards shall have entire control over the funds to be expended on all objects coming within the scope of the Local Fund Act, the functions of the heads of departments, such as the Director of Public Instruction, Sanitary Commissioner, Surgeon General, &c., being restricted to inspection and advice.

XVII. In addition to the functions specified in the existing Acts, the District Boards may hold Public Exhibitions and Cattle Shows and maintain Model Farms and Industrial Schools.

XVIII. Whenever any service hitherto performed by Government is imposed upon the District Board, the Government shall make over to the Board grants sufficient to meet the cost entailed by such additional service.

XIX. Government will be requested either to take charge of the trunk roads or grant to Local Fund Boards the allowance of 13 lacs which they have stopped recently.

XX. There should be no change in the existing law regarding the taxes leviable for Local Fund purposes or their rates, except in regard to house-tax which should be abolished.

XXI. It shall not be competent to the District Board to levy all or any of the taxes provided for in the Act or fix the rates of taxation or establish a toll-gate without the previous sanction of Government.

XXII. Government should have power to compel the levy of a particular tax provided for in the Act, but the levy of which is not proposed by a District Board.

XXIII. Government shall have power with the previous sanction of the India Government to suspend or dissolve any District or Circle Board for gross misconduct or neglect of duty after fair warning.

PRESIDENCY BOARD.

I. A Presidency Local Fund Council should be constituted by Government to assemble at Madras and to consist of the following Members:—

1. His Excellency the Governor.

2, 3 & 4. The Members of the Executive Council.

5. The Chief Secretary to Government.
6. The Revenue Secretary to Government.
7. The Chief Engineer.
8. The Director of Public Instruction.
9. The Sanitary Commissioner.

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10. The Surgeon-General.
11. A representative Member elected by each District Board, whether he is a Member of such District Board or not.

II. The Council will consider and pass the Annual Budgets forwarded by the District and Municipal Boards and review Annual Reports. The Council shall have power to alter and modify the Budgets, as the majority of its Members may decide.

III. The Council shall also prescribe the forms in which the Budgets are to be submitted and determine what items constitute major heads and what minor heads.

V. BHASHYAM IYENGAR,
President,
Madras Native Association

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APPENDIX A.

RESOLUTION OF THE GOVERNMENT OF INDIA, On Local Self-Government, dated Simla, 18th May 1882.

THE Governor-General in Council in the Resolution of the Financial Department, dated the 30th September 1881, set out, for the information of the Local Governments, the principles upon which it was proposed to revise the agreements then in force for the administration of the Provincial Services, and to establish the decentralised system of finance on a uniform and extended basis. It was explained that intimately connected with this general scheme for the decentralisation of finance was the very important question of developing local self-government. Considerable progress in the direction had, it was admitted, been made since 1870. A large income from local rates and cesses had been secured, and in some provinces the management of this income had been freely entrusted to local bodies. Municipalities had also increased in number and usefulness. But there was still, it was remarked, a greater inequality of progress in different parts of the country than varying local circumstances seemed to warrant. In many places services admirably adapted for local management were reserved in the hands of the central administration, while everywhere heavy charges were levied on Municipalities in connection with the Police, over which they had necessarily no executive control.

Paragraph 11 of the Resolution went on to say:—"His Excellency the Governor-General in Council is therefore of opinion that the time has now arrived when further practical development may be afforded to the intentions of Lord Mayo's Government, and that the Provincial agreements should no longer exclude from all consideration the mass of taxation under Local and Municipal management, together with the similar resources still retained in Provincial control, and ignore the question of local self-government. The Provincial Government, while being now largely endowed from Imperial sources, may well, in their turn, hand over to local self-government considerable revenues, at present kept in their own hands, but similar in kind to many which have long been 'locally' managed with success by Committees, partly composed of non-official members and subject only to a general remedial control reserved to the State by the Legislature. At the same time, such items should be generally made local as the people are most likely to be able to understand the use of and to administer well. His Excellency would therefore invite the Local Governments to undertake a careful scrutiny of Provincial, Local,

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and Municipal accounts, with the view of ascertaining (1) what items of receipt and charge can be transferred from 'Provincial' to 'Local' heads, for administration by Committees comprising non-official and, wherever possible, elected members; and what items already 'Local,' but not so administered, might suitably be so; (2) what re-distribution of items is desirable, in order to lay on Local and Municipal bodies those which are best understood and appreciated by the people ; (3) what measures, legislative or otherwise, are necessary to ensure more local self-government. Incidentally to the scrutiny they will probably notice, and might carefully consider (4) ways of equalising Local and Municipal taxation throughout the Empire, checking severe or unsuitable imposts, and favouring forms most in accordance with popular opinion or sentiment. The Government of India have already made some preliminary enquiries in the same direction, the results of which will shortly be communicated to the several Local Governments for consideration in conjunction with their own."

2. Accordingly on the 10th October 1881 letters were addressed to the various Local Governments indicating those branches of expenditure which appeared to the Government of India most suited for local control, and inviting each Government to examine any other heads of accounts which might seem to cover items capable of transfer to such control. It was pointed out that it was not the intention of the Government of India that the proposed transfer of the control of expenditure of a specially local character to local bodies should involve any addition to existing local burdens; and it was, therefore, shown to be necessary to arrange for the simultaneous transfer of receipts sufficient to meet any net balance of additional expenditure which in any instances might arise. The receipts to be thus transferred should, it was suggested, be such as to afford a prospect that, by careful administration, with all the advantages due to local sympathy, experience and watchfulness, they would be susceptible of reasonable increase. In cases where larger assignment of funds were required, the receipts from pounds, or a share of the assessed taxes collected within the jurisdiction of local body, were indicated as suitable sources of revenue to be made over. But on this, as on other points, a wide discretion was left to the Local Governments.

3. As regards the character of the local bodies to whom those powers of control and administration were to be entrusted, it was remarked that already in most parts of British India there were in existence Municipal Committees whose powers might in many cases be advantageously extended, and District Committees for various purposes, which might very well be consolidated into single homogeneous working bodies, with ancillary Subordinate Committees for each tahsil or sub-division of the district. It was suggested that the Magistrate and Collector should be President of the District Committee, and the Assistant or Deputy Magistrate

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in charge of the sub-division, President of the Subordinate Committees; but in each case the local bodies should, it was said, comprise persons not in the service of Government, and elected or nominated, as might seem best, in a proportion of not less than from one-half to two-thirds of the whole numbers. For the satisfactory development of this plan, it was admitted that legislation would probably be necessary in most provinces, and the Local Governments were invited in their replies to explain the general outlines which such legislation should follow. In regard to this it was said—

"Special attention will be required in settling the relations between the various local bodies and the officers of the general Administration, and in providing for a certain measure of control and inspection on the part of Government. It would be hopeless to expect any real development of self-government, if the local bodies were subject to check and interference in matters of detail; and the respective powers of Government and of the various local bodies should be clearly and distinctly defined by statute, so that there may be as little risk of friction and misunderstanding as possible. Within the limits to be laid down in each case, however, the Governor-General in Council is anxious that the fullest possible liberty of action should be given to local bodies."

4. The policy thus enunciated by the Government of India has, on the whole, been loyally, and in some cases cordially, accepted by the Local Governments, several of which have already drawn up schemes for giving effect to it, and have submitted these for the information of the Government of India. The Governor-General in Council desires to acknowledge the care and thought with which some of these schemes have been worked out. Upon each the Government of India will communicate hereafter its views in detail to the Local Government concerned. Meantime, however, it will be convenient that the Governor-General in Council should explain somewhat more fully than he has hitherto done the general mode in which he would wish to see effect given to the principle of local self-government throughout British India outside the Presidency Towns. This is the more necessary, as further considerations of the subject and examination of the schemes prepared for the different Provinces have suggested the propriety of certain modifications of the plan sketched out in the Circular letters of the 10th October last.

5. At the outset, the Governor-General in Council must explain that, in advocating the extension of local self-government, and the adoption of this principle in the management of many branches of local affairs, he does not suppose that the work will be in the first instance better done than if it remained in the sole hands of the Government district officers. It is not, primarily, with a view to improvement in administration that this measure is put forward and supported. It is chiefly desirable as an instru-

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ment of political and popular education. His Excellency in Council has himself no doubt that in course of time, as local knowledge and local interest are brought to bear more freely upon local administration, improved efficiency will in fact follow. But at starting there will doubtless be many failures, calculated to discourage exaggerated hopes, and even in some cases to cast apparent discredit upon the practice of self-government itself. If, however, the officers of Government only set themselves, as the Governor-General in Council believes they will, to foster sedulously the small beginnings of independent political life; if they accept loyally and as their own the policy of the Government; and if they come to realise that the system really opens to them a fairer field for the exercise of administrative tact and directive energy than the more autocratic system which it supersedes, then it may be hoped that the period of failures will be short, and that real and substantial progress will very soon become manifest.

6. It is not uncommonly asserted that the people of this country are themselves entirely indifferent to the principle of self-government; that they take but little interest in public matters; and that they prefer to have such affairs managed for them by Government officers. The Governor-General in Council does not attach much value to this theory. It represents no doubt the point of view which commends itself to many active and well-intentioned district officers; and the people of India are, there can be equally no doubt, remarkably tolerant of existing facts. But as education advances, there is rapidly growing up all over the country an intelligent class of public spirited men whom it is not only bad policy, but sheer waste of power, to fail to utilise. The task of administration is yearly becoming more onerous as the country progresses in civilisation and material prosperity. The annual reports of every Government tell of an ever-increasing burden laid upon the shoulders of the local officers. The cry is every where for increased establishments. The universal complaint in all departments is that of over-work. Under these circumstances it becomes imperatively necessary to look around for some means of relief; and the Governor-General in Council has no hesitation in stating his conviction that the only reasonable plan open to the Government is to induce the people themselves to undertake, as far as may be, the management of their own affairs; and to develope, or create if need be, a capacity for self-help in respect of all matters that have not, for imperial reasons, to be retained in the hands of the representatives of Government.

7. If it be said that the experiments hitherto made in this direction have not been encouraging, the Governor-General in Council must avow his belief that the principle has not as yet been, in any general or satisfactory fashion, fully and fairly tried. There is reason to fear that previous attempts at local self-government have been too often over-ridden and practically crushed by direct, though well-meant, official interference. In the few

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cases where real responsibility has been thrown upon local bodies and real power entrusted to them, the results have been very gratifying. There is even now a vast amount of assistance rendered to the administration by Honorary Magistrates, members of Municipal Corporations and other Committees; and there is no antecedent improbability in the theory that if non-official auxiliary agency were more thoroughly organised and more fully trusted, there would be a speedy and marked improvement, not only in its amount, but in its efficiency.

8. Holding therefore, that it is the duty and interest of the ruling power to take care that the further advance which it is now proposed to make in the direction of local self-government shall be, though cautious, yet at the same time real and substantial, the Governor-General in Council will proceed to indicate, for the guidance of the Provincial Administrations, the general principles upon which, in the judgment of the Government of India, these measures should be shaped. The subject may, for the purposes of this Resolution, be divided into two parts—the first, relating to to the mode in which Local Boards, whether Municipal or District, should generally be constituted; and the second, to the degree of control which the Government should retain over such bodies, and the manner in which that control should be exercised.

9. In regard to the first of these points, the Governor-General in Council would observe that he is quite aware of the absurdity of attempting to lay down any hard-and-fast rules which shall be of universal application in a country so vast, and in its local circumstances so varied, as British India. It would be un-reasonable to expect that any uniform system of Local Government could be applied with equal success in Provinces differing as the Punjab, for instance, differs from Madras, or Bengal from Burmah. A large latitude of application must, therefore, in every case be left to the local authorities. Indeed, we are really as yet so much in the infancy of self-government, and have, perhaps, so little knowledge of the directions in which it would naturally develope itself among the people, that there is a distinct advantage in having different schemes tried in different places, in order to test, by practical experience, what arrangements are best suited to the ways of thinking, habits, and other idiosyncrasies of the heterogeneous populations of the Empire. But there are, nevertheless, fundamental principles which, after every allowance has been made for local peculiarities, must be universally followed and frankly adopted, if the system is to have any where a fair trial.

10. The Government of India desires, then, that while maintaining and extending, as far as practicable, the plan of municipal government in the cities and towns of each Province, the Local Governments will also maintain and extend throughout the country, in every district where intelligent non-official agency can be found, a net work of Local Boards, to be

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charged with definite duties and entrusted with definite funds. The Governor-General in Council considers it very important that the area of jurisdiction allotted to each Board should in no case be too large. If the plan is to succeed at all, it will be necessary to secure among the members both local interest and local knowledge. Experience proves that District Committees are, as a rule, very badly attended by members not actually residing in the vicinity of the head quarters' station. Those who do attend have frequently no intimate acquaintance with the wants of outlying parts of the district. The consequence is, either that undue attention is given to the requirements of the immediate neighbourhood of the central station, or that the business falls entirely into the hands of the district officer, the Committee contenting itself with formally endorsing his proposals. Modifying, therefore, to some extent the suggestions made in paragraph 8 of the Circular letters of the 10th October last, the Governor-General in Council desires that the smallest administrative unit—the sub-division, the taluka, or the tahsil—shall ordinarily form the maximum area to be placed under a Local Board. He would not indeed object to even smaller jurisdiction were these deemed suitable. In some Provinces it may be found possible to leave these Sub-divisional Boards to their own independent working, arranging for a periodical District Council, to which delegates from each Local Board might be sent, to settle such common matters as the rate of land cess to be levied during the year, allotment to be made of district funds, and other questions of general interest. In other Provinces, again, it may be thought best to have a District Board with controlling power over the smaller Local Boards. But whatever system is followed, the cardinal principle, which is essential to the success of self-government in any shape, is this, that the jurisdiction of the primary Boards must be so limited in area as to ensure both local knowledge and local interest on the part of each of the members.

11. The Municipal Committees will, of course, remain the Local Boards for areas included within town limits. The relations between such Municipal Boards and the Sub-divisional or District Boards within whose jurisdiction the towns lie must be carefully settled in each case. In some instances the Town Boards will be left entirely independent and apart. In others it may be found desirable to give the Rural Boards a certain share in the settlement of questions of common interest. In others, again, the Town Boards would be required to send delegates to the District Board or Council.

12. The Local Boards, both urban and rural, must everywhere have a large preponderance of non-official members. In no case ought the official members to be more than one-third of the whole, unless in places in which the elective system is followed, when there would be no ground for objecting to an elected member

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merely on the ground that he was in the service of Government. The Governor-General in Council is disposed to think that the non-official members of the Boards should hold office for at least two years after election or appointment; but probably the best plan to follow would be that of the compulsory retirement by rotation of a fixed proportion of members, those retiring being eligible to sit again. A detail of this description may, however, fitly be left to the Local Government.

13. Members of the Boards should be chosen by election wherever it may, in the opinion of the Local Governments, be practicable to adopt that system of choice. The Governor-General in Council does not require the adoption of the system of election in all cases, though that is the system which he hopes will ultimately prevail throughout the country, and which he wishes to establish now as widely as local circumstances will permit. Election in some form or other should be generally introduced in towns of any considerable size, but may be extended more cautiously and gradually to the smaller Municipalities and to backward rural tracts. Even as regards these last, however, the Governor-General in Council is disposed to think that if the Government officers cordially accept the principle, and set themselves to make it successful, a great advance might be made with comparatively little difficulty. Thus when the Local Governments had determined the nature of the qualifications suited to such a district (and these might ordinarily at first be fairly high), each sub-divisional officer might be instructed to prepare a list or register of candidates qualified to sit upon the Local Board, and might invite all those residing in any particular area, such as a police (thana) jurisdiction, to meet him on a day fixed at some convenient spot near their homes. He might then explain to them the objects of Government, and the nature of the duties they were invited to undertake, and call upon them to elect then or on a future day the number of representatives that had been fixed for the area in question. In the course of a few years, when the members of the Board find that they have real powers and responsibilities entrusted to them, any Government interference will become unnecessary. The electors may safely then be left to conduct their own elections under such rules as may be from time to time laid down.

14. As to the system of election to be followed, the Governor-General in Council would here also leave a large discretion to the Local Governments. Experience is wanting to determine the most suitable general system for each Province; and it is desirable that a variety of plans should be tried in order to a future comparison of results. The simple vote, the cumulative vote, election by wards, election by the whole town or tract, suffrage of more or less extended qualification, election by castes or occupations—these and other methods might all be tried. New methods, unthought of in Europe, may be found suitable to India; and after

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a time it will probably be possible to say what forms suit best the local peculiarities and idiosyncrasies of the different populations. The Provincial Governments should, through their district officers, consult the leading Natives of each locality, not only as to the possibility of introducing the elective system, but as to the arrangements most likely to meet their local circumstances; and should use every effort to make the schemes adopted as consonant as possible to the feelings and habits of the people.

15. Doubtless the first consequence of this mode of proceeding will be that the electoral system, viewed as a whole, will present for a time a very diversified appearance, and in some places arrangements made will turn out badly and call for change; but the Governor-General in Council is not disposed to attach undue importance to this. The problem before the Government is one of no slight difficulty; being that of discovering in what manner the people of the towns and districts of British India can be best trained to manage their own local affairs intelligently and successfully. The attempts hitherto made with this object have met with but little success. The best men in many cases do not at present present themselves as candidates for Municipal Office. The number of voters is generally insignificant compared with the number on the registers. And yet there can be no doubt that among the more intelligent classes of the community there is a real and growing interest being taken in administrative matters. It may be suspected, therefore, that the cause of comparative failure in the efforts hitherto made is to be found rather in the character of those efforts than in the nature of the object pursued. They have been, it seems to the Governor-General in Council, wanting to a great degree in earnestness and in real endeavours to adopt the system adapted to the feelings of the people by whom it has to be worked. If this is so, the remedy must lie in ascertaining by patient and practical experiment how best to call forth and render effective that desire and capacity for self-government which all intelligent and fairly educated men may safely be assumed to possess.

16. With a view to stimulating the candidature of men of respectable standing in Native society, and to mark the importance of the functions of these Local Boards in the eyes of Government, the Governor-General in Council is pleased to direct that the courtesy titles of "Rai (or Rao) Bahadur" or "Khan Bahadur" shall in all official correspondence be applicable to Native members of all Local Boards during their term of office.

17. Turning now to the second division of the subject—the degree of control to be retained by the Government over the Local Boards, and the manner in which that control should be exercised—the Governor-General in Council observes that the true principle to be followed in this matter is that the control should be exercised from without rather than from within. The Government should revise and check the acts of the local bodies,

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but not dictate them. The executive authorities should have two powers of control. In the first place their sanction should be required in order to give validity to certain acts, such as the raising of loans, the imposition of taxes in other than duly authorised forms, the alienation of Municipal property, interference with any matters involving religious questions or affecting the public peace, and the like. (The cases in which such sanction should be insisted upon would have to be carefully considered by each Government, and they would at the outset be probably somewhat numerous, but, as the Boards gained in experience, might be reduced in number.) In the second place, the Local Government should have power to interfere either to set aside altogether the proceedings of the Board in particular cases, or, in the event of gross and continued neglect of any important duty, to suspend the Board temporarily, by the appointment of persons to execute the office of the Board until the neglected duty had been satisfactorily performed. That being done, the regular system would be re-established, a fresh Board being elected or appointed. This power of absolute supersession would require in every case the consent of the Supreme Government. A similar power is reserved to the Executive Government under several English statutes; and if required in England, where local self-government is long established and effective, it is not probable that it could be altogether dispensed with in India. It should be the general function of the executive officers of Government to watch, especially at the outset, the proceedings of the Local Boards, to point out to them matters calling for their consideration, to draw their attention to any neglect of duty on their part, and to check by official remonstrance any attempt to exceed their proper functions, or to act illegally or in an arbitrary or unreasonable manner.

18. It does not appear necessary, for the exercise of these powers, that the chief executive officers of towns, sub-divisions or districts should be Chairmen or even members of the Local Boards. There is, indeed, much reason to believe that it would be more convenient that they should supervise and control the acts of those bodies, without taking actual part in their proceedings. The Governor-General in Council is aware that many high authorities hold that the district officer should always be *ex-officio* Chairman of all the Local Boards within the district, and should directly guide and regulate their proceedings. This was indeed the view taken by the Government of India itself in the Circular letters of the 10th October last, so far as the constitution of District Boards was concerned. But even then the Governor-General in Council did not see his way to accepting the principle in the case of Municipal Boards; and further consideration has led him to the belief, that on the whole, it is better to lay down no such general rule in the case of any class of Local Boards. There appears to him to be great force in the argument that so long as the chief

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executive officers are, as a matter of course, Chairmen of the Municipal and District Committees, there is little chance of these Committees affording any effective training to their members in the management of local affairs, or of the non-official members taking any real interest in local business. The non-official members must be led to feel that real power is placed in their hands, and that they have real responsibilities to discharge. It is doubtful whether they have, under present arrangements, any sufficient inducement to give up their time and attention to the transaction of public business. There is this further objection to the district officer acting as Chairman, that if the non-official members are independent and energetic, risk may arise of unseemly collision between the Chairman and the Board. The former would be in a far more dignified and influential position if he supervised and controlled the proceedings of the Board from outside, acting as arbiter between all parties, and not as leader of any.

19. The Governor-General in Council therefore would wish to see non-official persons acting, wherever practicable, as Chairmen of the Local Boards. There may, however, be places where it would be impossible to get any suitable non-official Chairman, and there may be districts where the chief executive officer must for the present retain these duties in his own hands. But His Excellency in Council trusts that the Local Governments will have recourse sparingly to the appointment of executive officers as Chairmen of Local Boards; and he is of opinion that it should be a general rule that when such an officer is Chairman of any Local Board, he shall not in that capacity have a vote in its proceedings. This arrangement will, to some extent, tend to strengthen the independence of the non-official members, and keep the official Chairman, where there must be such, apart from the possible contentions of opposing parties.

The appointment of Chairman should always be subject to the approval of the Local Government, but need not be always made by it. The Governor-General in Council would be glad to see the Boards allowed, in as many cases as possible, to elect each its own Chairman. But this matter is one which must be left to the discretion of Local Governments.

20. These, then, are the principles upon which the Governor-General in Council desires to see the experiment of local self-government introduced throughout the several provinces of India; and he would ask the Local Governments to revise their several schemes and shape any proposed legislation in general accordance with these principles. On such of the local schemes as have already come before the Government of India separate orders will, as already intimated, be passed in accordance with the foregoing exposition of policy. There are, however, one or two points to which attention has been drawn by a perusal of the

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orders of the Local Governments, which, though matters of detail, are still of sufficient importance to warrant their being noticed in this Resolution.

21. In the orders of the 10th October last the Government of India laid special stress on the importance of entrusting to the Local Boards, not merely the expenditure of fixed allotments of funds, but the management of certain local sources of revenue. Sufficient regard does not as yet appear to have been paid to this part of the scheme. Not only should every Local Board have the entire control over the proceeds of all local rates and cesses levied within its jurisdiction for its own special purposes, but along with the charge of any expenditure that is at present Provincial should be transferred, where possible, the management of equivalent revenue. The License Tax assessments and collections for example, might very well be made over to the Local Boards, municipal and rural, in many parts of the country, subject to the control provided by the existing law. Pounds and ferry receipts have been already indicated as suited for transfer. The allotment of lump grants from Provincial revenues should be reserved as much as possible to balance receipts and expenditure of the Local Boards. The Governor-General in Council hopes that this part of the scheme will receive very careful consideration from all Local Governments, with a view to giving full effect to the policy which the Government of India has laid down on this point.

22. Another point deserving of notice is the control that should be exercised over the execution of local works. It will not always be possible for a Local Board to entertain a competent engineer of its own: and in any case, when Government buildings and important works of other kinds are made over, for maintenance, there must be some effective guarantee for thoroughness of execution. It will probably be most convenient that, while all subordinate establishments are entirely under the control of the Boards, Government should supply the District Engineer and furnish professional supervision, the Boards defraying, in such manner as may be determined by the Local Governments with reference to the amount of work done for each Board, the payments to be made to Government on this account. Care must, however, be taken that the Boards are left unfettered in the initiation and direction of operations and that the Engineer is placed in the position of their servant and not of their master. The power of check vested in the district officer will suffice to remedy any carelessness or improper working on the part of the Boards. If this arrangement is carried out, it will probably be found possible to make over to the charge of the Boards most of the public buildings in the districts, and other works of various kinds which would otherwise have to be kept in the hands of the Government officers. Double establishments will thus be avoided, and public money saved.

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APPENDIX B.

The Madras Native Association's Circular.

Dear Sir,

You have doubtless read with deep interest the important Resolution of the Government of India on Local Self-Government. If the Resolution is carried out in the same generous spirit in which it is conceived, there cannot be a doubt that India will have turned over a new leaf of her history. We owe it both to ourselves and to His Excellency the Viceroy who has placed such generous confidence in us and has evinced so much interest in our advancement and prosperity, that we should endeavour by all the means in our power to help forward the scheme and bring it to a successful issue. In view of this, it is the wish of the Madras Native Association to draw the attention of Government to those points in the present Local Fund and Municipal Administration in which reform is called for, to suggest such remedies as are adapted to the circumstances of the several districts, and to adopt such measures as are calculated to induce the people at large to appreciate the invaluable boon that is to be conferred on them; and they have accordingly appointed a Committee to draw up a memorandum of suggestions for submission to Government. The Committee are anxious to secure your assistance and co-operation in drawing up the memorandum, and will feel thankful if you will give them the benefit of your experience of the working of these Boards in the Mofussil and state your views on the question fully. I send herewith a memorandum indicating the various points on which information is chiefly required. The Committee will feel highly obliged by your answering, if possible in consultation with your friends, such of the questions contained in the memorandum as fall within the range of your experience and making such other suggestions also as in your opinion deserve consideration.

Hoping to be favored with a reply within a fortnight, and trusting that in view of the importance of the subject you will give your best attention to it.

I remain,
Dear Sir,
Yours faithfully,

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Memorandum

1. In working out the details of the scheme of Local self-government propounded by the Government of India with reference to the circumstances of each District, the following matters have to be considered:—

(1.) The area of jurisdiction to be entrusted to the several Local Fund Boards.

(2.) The mode of selection of members, their qualifications, &c.

(3.) The mode of adjustment of matters of common interest between several Local Fund Boards and Municipalities.

(4.) The funds with which the Boards are to be entrusted and the purposes to which they are to be applied.

(5.) The mode of conducting business.

(6.) The amount of control to be retained in the hands of Government to prevent wasteful expenditure and secure efficient administration.

2. The object of the present enquiry is to find out what special arrangements should be made under the heads above indicated with reference to the varying circumstances of the different Districts. A set of questions under each of the heads is given below, showing on what points information is most needed. It would be useful if full information could be given as to the causes of failure of the present system of Local Fund and Municipal administration. These are stated in general terms in the resolution of the Government of India, but information as to which of the causes has been most at work in particular Districts will be of great value. It is anticipated that the scheme will have to contend against many and serious difficulties at the outset; and what is wanted is not merely an enumeration of the difficulties but also suggestions as to how best to overcome them. It will be noted that the Government of India advocate the scheme not so much to secure *immediate* improvement in the administration of local affairs as an instrument of political and popular education. If there is indifference on the part of the people to the management of public affairs at present, the measures adopted must be such as to create or develope a spirit of self-help in such matters in the future. As the duties with which the Local Committees will be entrusted will relate to matters which are not far removed from their every day experience, there is perhaps not much reason to apprehend failure owing to want of adequate knowledge in the members composing the Committees. The problem to be solved is how the arrangements should be ordered so as to utilize such

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knowledge as is available for the purposes of local self-government, and under what conditions the people may be induced to take an intelligent interest in matters which nearly concern themselves and their immediate neighbourhood and then be led to enlarge their sphere of political life, and their capacity for united action in affairs of national importance. The Viceroy in his Resolution has appealed to the loyalty and good sense of the superior officers of Government to co-operate with him in endeavouring to make the experiment now initiated a success, and not to look upon the commitment of powers hitherto exercised by them to the hands of non-official agencies in any jealous or grudging spirit; and it may be assumed for the purposes of this enquiry that it will not prove that the appeal has been made in vain.

QUESTIONS.

SECTION I.

3. To ensure real local self-government the area of jurisdiction of the primary Boards should be (1) so limited as to secure both local knowledge and local interest in the members, and yet (2) large enough (*a*) to contain a sufficient number of intelligent and capable men to serve on the Boards and (*b*) to yield sufficient revenue to make it worth the while of the Local Board to administer. Bearing these principles in mind, into how many Circles would you parcel out your district? It would of course be a convenience if some one of the divisions recognized by Government be taken. Would you then adopt the Divisional Officer's Ranges, the Taluk or the Sub-Registrar's Ranges? Cannot the number of men capable of serving on the Boards be increased and the area of the Circle be contracted by requiring that all the proceedings of the Boards should be conducted in the Vernacular language of the District instead of in English; and is not this change desirable for other reasons?

SECTION II.

4. The Government of India desire that the system of election of members should be adopted wherever possible at present and that it should be gradually extended to all cases. Is there any objection to adopting the system at once in all Municipalities? Do you think it undesirable to adopt the system in any of the Local Fund Boards of your District either wholly or partially, and if so, for what reasons? If it can be adopted partially what proportion of the members should, in your opinion, be elected and what proportion appointed by Government?

Where the elective system is adopted what should be the qualification of an elector? May not all persons who pay a certain

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amount, say 10 Rs., land assessment to Government be entitled to vote? (*N. B.*—This will embrace only the agricultural classes who directly pay revenue to Government; these however form the majority of the population). Should not the artizan class have the privilege of voting, and is this class of any importance in your District and do they appreciably contribute to Local Funds? On what would you make the right of vote depend as regards this class, the payment of a License Tax, either Imperial or Municipal? In the case of Zemindars how would you fix the qualification? In the case of holders of under-tenures and ryots, should it depend upon the rent paid by them to the land-lord? Which of the modes of election enumerated by the Government of India, viz., the simple vote, cumulative vote, election by the whole town or tract, election by caste or occupation, would you recommend for adoption, or have you any other plan to suggest? Please give in detail the rules you would frame for this purpose? Should not those who contribute largely to Local Funds and who are therefore most interested in the economical and efficient management have cumulative votes? In such a case how could you adjust the claims to vote of Zemindars and their tenants? Would you confer the right of voting on possessor of certain educational qualifications easily ascertainable, *e. g.*, the passing of certain Public Examinations, and if so, how would you fix the qualifications?

How would you fix the number of members constituting the Boards? Would you fix a member for each village or group of villages paying a certain revenue, or would you fix a uniform number arbitrarily and allow all the electors within a Circle to vote for every one of the members? Would you fix any pecuniary or other qualification or condition of residence for persons eligible as members? Should any classes of officials, such as Magistrates or Revenue Officers, be declared ineligible to serve as members of Local Fund Boards? Should there be any limitation as to the number of official members when the system of election is adopted? For what period should an elected member be entitled to serve? (*N. B.*—The period must be sufficiently long to enable the member to do some good to the group of villages he represents, but not so long as to make him indifferent to his duties after he has once secured his seat). Would you compel a certain proportion of members to retire periodically, the retiring members being however eligible for re-election, or would you make the members vacate their seats after a certain period, and if so after what period? (*N. B.*—The period must be so fixed as to make election recur after short intervals; otherwise the public may lose all interest in election proceedings in the intervening period). Who should superintend the election proceedings? May not Sub-Registrars be entrusted with this duty in preference to Revenue or Magisterial officers? Will it not be possible to organize committees of non-official gentlemen for doing this, under

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the instructions of a General Committee at the Head-quarters of the District.

SECTION III.

5. For the adjustment of matters of common interest to the several Municipalities and Local Fund Boards, would you have a District Council composed of delegates from the several Boards or would you have a standing District Board? In the former case what should be the number of delegates from each Board and how should it be fixed? In the latter case what should be the constitution and mode of election of the District Board. What should be the powers of the general Boards over the subordinate Boards? Should it extend to allotting money collected in one Circle for the purposes of another?

SECTION IV.

6. The rates and taxes levied in Municipalities under Act III of 1871 are:—

(1). A rate on houses, buildings and lands.

(2.) A tax on arts, professions, trades and callings.

(3.) A tax on carriages, horses and other animals.

(4.) Fees on registration of carts.

(5.) Tolls on carts, carriages and animals entering Municipal limits.

These taxes are more or less levied in all Municipalities.

The rates and taxes levied in Local Fund Boards are:—

(1.) A land cess not exceeding one anna in the Rupee of the rental except in Malabar where the rate is 2 annas.

(2.) A tax on houses.

(3.) Tolls on carriages and animals.

The land cess is levied in all Districts. The tax on houses is set apart by the Act for meeting the cost of establishing schools for elementary instruction. It is not now levied in any District. Tolls are levied only in a few places and have not been generally adopted.

Can you suggest any forms of taxation more appropriate than those at present existing? Do you consider the levy of a tax like the License Tax for Government is likely to render Local Fund Boards unpopular? Will the levy of the house-tax be unpopular in Local Fund Boards? When a net work of Local Fund Circles is established in the country will not the levy of tolls on traffic passing from one Circle to another bear hard on the people? Do you think that a fee for registration of carts and draught animals can be substituted for tolls without causing hardship?

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7. The objects on which Municipal money can be expended are :—

(1.) The construction, repair and maintenance of streets and bridges.

(2.) The diffusion of education, and with this view the construction and repair of school-houses, the establishment and maintenance of schools.

(3.) The construction and repair of hospitals, dispensaries, lunatic asylums, choultries, markets, tanks and wells; the payment of all charges connected with the objects for which such buildings are constructed; the training and employment of medical practitioners and vaccinators; the sanitary inspection of towns and villages; the application of the Indian Contagious Diseases Act; the registration of births and deaths; the cleansing of the streets and tanks; and any other local works of public utility calculated to promote the health, comfort, or convenience of the people.

Under the Local Fund Act, Local Fund money is raised for the following purposes :—

(1.) The construction, repair and maintenance of roads and communications.

(2.) The diffusion of education, and with that object the construction and repair of school-houses, the maintenance of schools, the inspection and training of teachers.

(3.) The construction and repair of hospitals and dispensaries, lunatic asylums, choultries, markets, tanks and wells; the payment of all charges connected with the objects for which such buildings are constructed; the training and employment of vaccinators and medical practitioners; the sanitary inspection of towns and villages; the cleansing of roads, streets and tanks; and any other works of public utility calculated to promote the health, comfort or convenience of the people.

Would you add to these any other duties which in your opinion can efficiently and with advantage be performed by Local Boards? Can the repairs of minor irrigation works be entrusted to Local Fund Boards with suitable allotments, and if so, state in detail the arrangements which should be made? Do you think that Municipal and Local Fund Boards can be rendered popular by being entrusted with the duty of superintending the management of religious institutions, the present Devastanum Committees being done away with? Do you foresee any difficulty in doing

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this on the score of the members of these Boards being of various religious sects? Will you mention with what powers the Boards should be entrusted in regard to Devastanums? Would it be desirable to give powers to Local Fund Boards to inspect markets, prescribe weights and measures, to prevent encroachments on streets, &c., and see that there is not injurious adulteration of articles of food similar to those given to Municipal Commissions by Act III of 1871?

SECTION V.

8. To secure independent action on the part of Local Boards and to prevent unseemly collision between them and the executive officers of Government, the Government of India consider it desirable that the latter should not be Chairmen of Local Boards, or, at all events, should not have a vote in the proceedings. What rules would you prescribe in this matter in the case of the Local Fund Boards of your District? Would you give the members of the Boards the power of electing their Chairmen and would you make the election subject to a veto by Government? Would you give any special powers to the President to act without reference to the Board in emergencies? Do you consider that the power of the President to select officers to carry on Local Fund duties should be unrestricted, or do you think that his selection should be subject to the approval of the Local Boards? Would it be a good plan to vest each Local Board member with power to supervise the Local Fund works for the area which he represents, and should any powers be given him on this account to render the supervision effectual?

SECTION VI.

9. As regards the degree of control to be retained by Government over the Local Boards and the manner in which that control should be exercised, the Government of India have laid down that the true principle to be followed is that the control should be exercised from without and not from within, *i. e.*, Government should revise and check the acts of the Local bodies and not dictate them, and they suggest that Government should have two powers of control, viz., 1st, their sanction should be required to give validity to certain acts, such as the raising of loans, the imposition of taxes in other than duly authorized forms, the alienation of Municipal property, interference with any matters involving religious questions or affecting the public peace and the like; and 2ndly, the Local Government should have power to interfere either to set aside altogether the proceedings of the Board in particular cases, or in the event of gross and continued neglect of any important duty, to suspend the Board temporarily by the appointment of persons to execute the office of the Board, until the neglected duty is satisfactorily performed, after which,

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the regular system would be re-established, a fresh Board being elected or appointed; this power to be used only with the consent, in every instance, of the Supreme Government.

10. The power of control now exercised by Government over Municipal Boards under Act I of 1871 are as follows:—

(1.) Government appoint the Commissioners except in Municipalities in which the system of election is adopted (Secs. 7 and 9).

(2.) Government may remove any Commissioner for misconduct or neglect of duty (Sec. 9).

(3.) The Collector is *ex-officio* President and the Government appoint the Vice-President, except in towns in which the Commissioners are allowed to elect their own Vice-President (Sec. 10).

(4.) The Government may transfer to the management of Municipalities, charitable institutions, under Reg. VII. of 1817.

(5.) The revenue officer in charge of a Division of a district is *ex-officio* a Commissioner.

(6.) Government can prescribe any rules in regard to the purposes for which Municipal Funds should be expended (Sec. 29).

(7.) The Government may direct Commissioners to contribute a portion of the Municipal funds towards the expenses incurred in any Municipality, or in any Local Fund Circle where such expenditure is calculated to benefit the inhabitants of the contributing Town (Sec. 30).

(8.) Government may appoint inspecting officers to superintend the operations of Municipalities and assign them such salaries as they think reasonable, to be paid out of Municipal funds (Sec. 31).

(9.) The Commissioners are bound to furnish for the sanction of Government a Budget of receipts and expenditure for each year (Sec. 32) and orders passed on such Budgets are binding on the Commissioners and should be carried out so far as their means permit (Sec. 33).

(10.) The Commissioners are bound to furnish to Government an annual report of their proceedings and statements in detail of all works executed by them and of all sums received and expended by them (Sec. 34).

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(11.) The Municipal accounts are to be audited in such manner as the Government may direct (Sec. 35).

(12.) The Government may appoint Local Committees for the management of schools, dispensaries, &c., to act in subordination to the Commissioners.

(13.) The Government may permit the Commissioners to lodge their funds in any branch of the Bank of Madras instead of in the Government Treasury (Sec. 36).

(14.) Investment of sums not required for immediate use by the Commissioners to be made with the sanction of the Government (Sec. 36).

(15.) The approval of Government is necessary for levying any of the rates of taxes authorized by the Act (Sec. 38).

(16.) Commissioners should furnish such officers as the Government might appoint extracts from the register of births and deaths kept in their office (Sec. 90).

(17.) Commissioners should provide fitting places to be used as burial or burning-grounds with the sanction of Government (Sec. 135).

(18.) Government should sanction removal of huts, &c., which are crowded together or so situated as to be attended with risk of disease to inhabitants (Sec. 143).

(19.) Government should sanction fees for licensing public privies, slaughter-houses, markets, offensive or dangerous trades, cart-stands (Sec. 153).

(20.) All bye-laws made by the Commissioners under the Act to be approved and confirmed by the Government (Sec. 165).

At present all the works to be carried out by the Commissioners are executed by officers paid out of Municipal funds subject to their control. In theory, the Commissioners are supposed to adhere to the allotments made in the sanctioned budget; but practically they re-distribute the allotments in the course of the year with reference to the then existing necessities without the special sanction of Government. And this is generally not objected to so long as the expenditure is not improper in itself. To audit the accounts of Municipalities at the end of each year, the President appoints some one as the auditor and pays him out of Municipal funds an honorarium for the work. The audited accounts are submitted to Government with the annual report.

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11. The powers of control exercised by Government over Local Fund Boards under Act IV of 1871 are as follows :—

(1.) The Government appoint the members of the Local Fund Boards and have power to remove any members for misconduct or neglect of duty (Sec. 4).

(2.) The Collector of the District is *ex-officio* President of the Board and the Vice-President is appointed by Government.

(3.) The Government may transfer to Local Fund Boards charitable institutions under Regulation No. 7 of 1817.

(4.) The Collector of the District as President has the entire executive power of the Board vested in him, and is directly responsible for the due fulfilment of the purposes of the Act and for carrying out the resolutions of the Board.

(5.) The Collector of the District as President appoints all officers whom the Local Fund Boards think necessary, to assist in carrying out the objects of the Act, on such salaries as the Board may think fit to assign; but Government have power to pass such orders as they deem proper in respect of the number of officers to be appointed and rates of salary to be assigned to them, and such orders are binding on the Board and should be carried out by them as far as the funds at their disposal will permit.

(6.) The Government can prescribe rules for the administration of the funds raised under the Act (Sec. 26).

(7.) Government can direct the Local Fund Boards to contribute out of the funds belonging to any Circle towards the expenses incurred in any other Circle or Municipality if such expenditure is calculated to benefit the inhabitants of the contributing Circle (Sec. 27).

(8.) Government may appoint inspecting officers to superintend the operations of Local Fund Boards and assign them salaries to be paid out of the Local Funds of the several Circles in rateable proportions (Sec. 28).

(9.) The Collector sends to the Local Fund Board an estimate of the probable receipts and charges of collection of the rates, &c., levied under the Act,

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and the Local Fund Boards submit to Government for sanction a Budget for the receipts and expenditure for the ensuing year. The orders passed by the Government on the Budget are binding on the Local Fund Board and should be carried out so far as their funds permit (Secs. 30 and 31).

(10.) The Local Fund Boards are bound to submit to Government an annual report of their proceedings and statements in detail of all the works executed and measures carried out by them and of all sums received and expended (Sec. 32).

(11.) Local Fund Accounts are to be audited by such officer and in such manner as the Government directs (Sec. 32).

(12.) The Government have power to appoint Local Committees for the management of schools, dispensaries, &c., to act in subordination to the Local Fund Board (Section 33).

(13.) Government have power to direct whether Local Fund money shall be lodged in a Bank or a Government Treasury.

(14.) Government are to fix the exact amount of the taxes, &c., to be levied under the Act in each Circle, and can sanction a reduction or remission of the amount of any rate or tax in the case of any person or classes of persons on the ground of poverty or of inequality in incidence of taxation or for any other reason.

(15.) All the taxes, rates, &c., are to be collected by the Collector of the District.

12. Under the present system the Local Fund Administration is almost entirely conducted by the officers of Government, the independent action of the Board being confined within the narrowest possible limits. The procedure is regulated by a code of rules known as the Local Fund rules, containing minute directions as to how all matters coming within the scope of the Act should be dealt with, and prescribing that the sanction of Government shall be obtained in almost all cases to give them validity.

The principal objects on which Local Fund money is now expended are, as already mentioned, five in number, viz:—

(1.) The construction and maintenance of buildings, roads and other communications.
(2.) Education.
(3.) Medical relief.
(4.) Vaccination.
(5.) Sanitation of Towns and Villages.

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Till lately all Public Works for Local Fund Boards were executed by the Public Works Officers in the employ of Government, the Local Boards contributing towards their salaries at the rate of 25 per cent. of their expenditure. Recently, however, the Local Boards have been allowed to employ their own agency to carry out the works.

All new works estimated to cost Rs. 2,500, and repairs costing upwards of Rs. 10,000 are sent up to the Chief Engineer's Office for examination. Local Fund Boards are empowered to sanction estimates for new works up to Rs. 1,000 and all repair estimates. No new work costing more than Rs. 1,000 can be commenced unless the estimate is sanctioned by the Board of Revenue if the amount does not exceed 5,000 Rs. or by Government, if it exceeds that sum. The Chief Engineer is allowed an office establishment paid out of Local Funds for the examination of Local Fund estimates.

The Local Fund Boards submit their Budget estimates in the first instance to the Board of Revenue, who modify and alter them with reference to the state of the funds and other considerations, and transmit them to Government. Extracts from the Budget connected with education, medical relief, vaccination and sanitation are sent by the Local Fund Boards to the Director of Public Instruction, the Surgeon-General, the Inspector of Vaccination and the Sanitary Commissioner, in view to their offering their remarks on the adequacy or otherwise of the allotments made in the Budget for the several purposes of the Act, and their remarks are made directly to the Board of Revenue and Government. On receipt of all this information Government pass such orders as they consider necessary and the Budgets when finally settled by them are often very different from what the Local Fund Boards intended them to be. The Local Fund Boards are bound, except in a few minor points, to obtain the sanction of the Board or Government as the case may be, for any departure from the sanctioned Budget.

All educational officers paid out of Local Funds are under the orders of the Government Educational Department. Results grants for schools are paid under the rules sanctioned by Government. Local Fund Schools cannot be either opened or closed without the sanction of Government obtained through the Board of Revenue. Local Fund Boards supervise the financial and economic concerns of Dispensaries entrusted to their care or established by them, but they cannot interfere with purely professional matters which are left to the Surgeon-General. Dispensaries are inspected by the Surgeon-General and Sanitary Commissioner during their periodical tours. All indents for medicines should be sanctioned by the Board of Revenue. Zillah Surgeons may occasionally be deputed to inspect Local Fund Dispensaries.

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The entire expenditure of the District Vaccine Establishments is charged to the Local Funds. The Inspector appoints the Deputy Inspectors. The vaccinators are appointed by the Local Fund Boards, but they must be paid according to the scale fixed by Government. The Sanitary Commissioner has the right to bring to the Board's notice defects in sanitation observed during his tours, and to object to the inadequacy of allotments made for sanitary purposes, but has otherwise no special powers.

Special establishments are maintained in the Board and Government offices for doing Local Fund works, the cost being charged in rateable proportions to the several Local Fund Circles.

As regards the audit of accounts, formerly the audit of P. W. expenditure was conducted by the Examiner of P. W. Accounts and of all other expenditure by the Accountant-General. Recently, however, the final audit has been entirely entrusted to the Accountant-General, the primary audit being performed in the office of the President. The Accountant-General is allowed an Assistant (styled Inspector of Local Fund Accounts), two Assistant Inspectors and an Office Establishment for this purpose paid out of Local Funds. One of the duties of the Inspector and Assistant Inspectors is to go on tours to the districts and inspect the Local Fund accounts of the several Circles.

These being the arrangements now in force, the question for consideration is how they should be modified, with reference to the policy now advocated, on the principles laid down by the Government of India. The arrangements adopted should be such as to secure the following three objects:—

(1.) The prevention of any tendency on the part of Local Fund Boards to exceed the powers given them by law or of gross and continued neglect to exercise their lawful powers.

(2.) The prevention of wasteful or irregular expenditure of money.

(3.) The submission to Government of such statistical information connected with Local Funds as is necessary for the purposes of general administration or for the information of the Public.

As regards the 1st object, the two powers of control mentioned by the Government of India, viz., (1) the necessity for the sanction of Government to give validity to certain acts, such as the imposition of new taxes, the alienation of property, the contracting of loans, &c., and (2) the suspension of neglectful or recalcitrant Boards, seem to be unexceptionable, but the difficulty lies in adjusting the relations between the Local Fund Boards and the heads of the several departments of Government, so as

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not to deprive the former of all real power and responsibility on the one hand, and on the other of the advantage of professional supervision which the latter alone can supply.

Will you sketch in detail a scheme which will in any tolerable degree secure both these objects? Do you consider that the scrutiny of minute details of the Local Fund Budgets may be dispensed with and the procedure assimilated to what obtains in the case of Municipal Budgets? Which of the powers of control under the Act already enumerated, do you think, can be dispensed with?

As regards audit of accounts do you think the present elaborate machinery necessary? And may not special officers be deputed to inspect the accounts of the several Local Fund Circles every year in the same way as in Municipalities, an honorarium being paid to them for the work done. As regards the submission of statistics required by Government, will not a general provision in the Act to the effect that Local Boards are bound to furnish such statistics as are called for by Government, suffice? Or should any special precautions be taken to enforce compliance with the requisition?

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APPENDIX C.

Replies to the Circular Memorandum of the Association.

I.

1. It is well known that all the parts of this Presidency are not equally advanced in point of education and civilisation, and what is true of the Presidency as a whole is equally true of the various parts of this district. Some of the Taluks in it are, to speak of them as a whole, in a fit condition to appreciate the measures that may be adopted with a view to giving effect to the statesman-like resolution of the Viceroy; others are, on the other hand, so far behind that no more than the slightest beginning in the direction of local self-government can be now attempted with safety to the State and public interests alike. To deal uniformly with all the parts of the district will be only to plunge into ruin the whole scheme of self-government, while in such disasters the enemies of the measures will find a good opportunity to demonstrate triumphantly the unfitness of the people to take any independent part in the Government of their own country. Cautiously, therefore, I proceed to point out what in consequence of my long experience of this district, I conceive to be the proper measures for the people here in their present state. I offer my remarks with some diffidence as I had seldom any occasion to notice the behaviour of the people under such circumstances as will be created for them if the Local Government will follow out the noble views of the Viceroy in a liberal spirit.

2. There are 14 Taluks in this district, for each of which a separate Board ought to be formed. The total area of the district in the north being much larger than in the south, it is highly inadvisable to parcel out the district into larger portions than a Taluk. The divisional officer's range is too extensive to enable the members of the Board to gain that total experience which is essential in its members for the due performance of their duties. The Sub-registrar's ranges are here identical with the Taluks; and it will, therefore, be immaterial whether the division of the district for the Local Fund Boards be made according to the Taluks or the Sub-registrar's ranges. To make the divisions smaller still, may, perhaps, lead to an insufficiency of the funds and cause the frustration of the object to be aimed at in the establishment of these Boards. If the Boards are incapable of carrying out any measures tending to the good of the people for want of funds, meeting at fixed times as a matter of formality

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while doing nothing, they will lose all the interest in their office, the interest of the outside public will flag when they find the Boards doing as much good by their being as by their non-being.

The adoption of the Vernacular as the language to be used in the transaction of business will be highly useful both in making it understood by the members and others and in enlarging the number of men capable of rendering service on the Boards. As things stand at present, all business is transacted in English and the greater part of the native members simply affix their signatures to whatever is resolved upon by the more influential section. The evil of this must be patent to all. The Vernaculars must be the medium of intercommunication among the members in the Council when carrying on business; they must be the language used in all business transactions.

In the south, where education is more widely diffused among the people, it may perhaps be possible to form Boards in every Taluk where the majority, if not most, of the members on them can speak English; but in these parts if English is made the language of the Boards, hardly two or three members can be got in the Taluks to serve upon the Boards, and their establishment now must not in consequence be thought of. The use of Vernacular is essential here to the very existence of the Boards; and, if the scheme should meet with any success at all, English should be confined to the correspondence with the Government and with the European officials. Would not this measure be giving a sort of impetus to those that study in schools and colleges to pay more attention to the study of their native speech than they do now? But the Gumastahs and the other servants employed by the Boards must have a decent knowledge of both English and the vernaculars. The same qualifications should be insisted upon in the case of the President too; for, otherwise, the returns to be sent to the Government and the correspondence work with it and the various heads of Departments shall have to be done by a special set of officers—a scheme involving both trouble and expense.

3. In theory, a system that promises to give all people a share in the government of their country in however small proportions, at first, ought to be considered as being superior to one where the will of a single individual gives law to the whole community, howsoever this fact be concealed by the modes of procedure. But when we examine the nature of the people to whom concessions are to be made in favor of self-government, and watch how they are taken advantage of by the different sections of the community, the truth will force itself upon us that they do not do uniform good to all people; indeed there are circumstances where they do positive mischief. Such being the case, great caution

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should be observed in the amount of the concessions that are made to the people of the different districts. The actual want and condition of the people should be carefully studied before any steps are taken to carry out the wishes of the Governor-General. Election in this country is a foreign growth, and has to be naturalised to the soil. The people are without any knowledge of its nature and of the advantages which it brings. In many parts of this district men cannot be induced to take any interest in it. They will keep their fingers off from it in idle gaze of what others do. The granting of electoral rights to men of such description will have but one effect. Election itself will be thrown into disrepute. The concessions once made will have to be withdrawn. And when any application may be made in future under a better state of things for the renewal of the rights, there will be room for the district officers to say that the concession can be made only to the mischief of the people. While going with the most advanced people as an advocate of election and of concessions to the people in the direction of local self-government in parts more advanced than this district is, I feel it necessary from the backward condition of the people here, to be very wary in my observations regarding election. Election has to be considered with reference to the Municipalities of the district and to the Local Fund Boards that may be created in every Taluk of the district. Firstly :—there are four Municipalities in the district at Vizagapatam, Vizianagram, Bimlipatam and Ankapalli. Of these the last is the most backward. But even there a sufficient number of intelligent people may be found capable of appreciating the benefits of the system of election. As for the other three places it admits of no doubt that they are fully advanced to benefit themselves by the granting of the right of election. There, however, an observation must be made. The Superintending Officers of the election should be private individuals taking an interest in the subject, or such Government officials as have no executive power and take an interest in the question. Under the withering and uncongenial superintendence of the District Officers of the Government election must always be a failure. The very atmosphere of the officials is so saturated with fear that the people who breathe it, on whatever account it be, are quite benumbed and rendered incapable of intelligent action. The voters will either not make their appearance or not give out their votes as acting from free spontaneity. A sufficient number of intelligent non-official men can be had in all these three towns to serve on the Municipal Board. In Ankapalli two-thirds of the Commissioners may be elected while the remaining one-third nominated by the Government. This partial nomination of Commissioners for the Ankapalli Municipality is very necessary as its introduction in that town was not of very old date, and as its inhabitants cannot be supposed to have the necessary experience in Municipal

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matters. With even greater force than in the case of the other three towns, the statement applies here that the executive Government officials should not have any connexion with the work of election. Secondly :—Now coming to the Local Fund Boards it may safely be asserted that the only Taluks where election may be given a chance of trial are Vizagapatam, Vizianagram, Bimlipatam, Ankapalli, Ellamanchili, Cheepurupally, Palcondah, Bobbili, Parvatipore, Seloor, and Gazapathinagaram. Of these the first three may enjoy the rights of full election, and the others of partial election by having one-third of the members nominated by the Government. In the remaining ones, about a third of the members may be elected, while the remaining members may be, for the present, nominated by the Government. It is in this manner alone that business can be carried on without any real harm to the interests of the public while the people will be receiving their lessons in self-government. There is a point which should here be brought prominently forward. The number of voters in the Taluks is large enough and their intelligence too is unquestioned. What, however, is a doubtful circumstance is how many of these will show themselves willing to take advantage of the openings offered by the Government. The great drawback in the character of the people here is that they cannot be brought to do any thing not directly concerning themselves from any sense of doing a duty they owe to society and to their country. It is but gradually that they must be raised from this state of selfish apathy to feel keenly every public interest as their own and discharge their duties in a disinterested spirit.

Ten Rupees land assessment is too low a minimum as the qualification of a voter. It will bring in a large number of very inferior sort of people whose indifference will bring discredit upon the whole elective system. At the outset it may not be unfair to fix the assessment at something like Rupees 50, to be brought lower down as time gives experience and insight into the work. The artizan class too, must be included in the list of voters, but they are inconsiderable in this district. Some of them may be found in towns; but the villages are almost destitute of them, excepting such as are in exceedingly poor circumstances. The payment of a certain amount of License Tax or any other tax, which will be an easy index to the wealth of these people, may be made their right of vote. The case of under-tenants and ryots may be disposed of by a reference to the rent paid by them to the land-lord. The case of Zemindars stands unique; it will be injustice to give them only a single vote as in the case of ordinary land-lords, although they may largely contribute to the Local Funds. On the other hand, it will be dangerous to put too many votes into the hands of this class of people. They are certain to use their influence either in a selfish manner, or in ways detrimental to all people. Experience in many Zemindary tracts

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will show that the Zemindars are more dangerous to freedom of speech and action than the officials of the Government executive or otherwise. It is leaping into the fire from the frying pan to make the influence of the Zemindars great in the Local Boards after separating them from the Collector to make the members independent. To get over both of these difficulties the proper plan seems to be to give the Zemindars and the other rich landlords larger number of votes than is accorded to an ordinary voter, the maximum number being, however, fixed at five. Up to two thousand Rupees of land assessment the vote may be only one; and from that point an additional vote may be given to every increase of 2,000 Rupees in the assessment till the sum of 10,000 Rupees is reached. From here forwards all may be ranked alike with five votes each. The necessity for this caution will appear plainer when it is considered that the total number of the ordinary voters cannot be at present more than one hundred for every group of villages, and that of these 40 or 50 may withhold themselves from attendance at the time of elections. If now the Zemindars can have the right of more than a limited number of votes, they will carry the day in all the elections and use their influence in an improper channel. As for increasing the number of voters that does not seem to be proper at the beginning of the elections. It will be time to extend this right when the people shall have mastered the principles of the new method.

The privilege of election should not be accorded only to the moneyed classes. Intelligence, too, must be laid under contribution. In this district all those that have passed the Middle School or the University Matriculation Examination may be privileged to vote. The lower point is the better one in the present condition of education. Where Matriculates and men of higher attainments are found about the country in larger numbers than in this district now, a higher degree of attainment may be insisted upon in every voter of this class; but at present the Middle School Examination seems to be the proper measure of attainment as a qualification for a voter. To pitch the standard higher will be, so far as this district is concerned, to grant in words what is denied in action.

This Taluk contains about 200 villages; they may be divided into about 10 groups, giving to each group slightly over 20 villages. The number of voters may in each group be roundly taken to be 100. If, at a season of the year when the landholders may have no great need of attention being directed to their lands, these be all directed, in a sufficiently conciliating language, to present themselves in the most convenient spot within their group of villages by some duly appointed officer, who is also to be the Superintendent of election, not less than 50 voters, after every allowance is made for all modes of absence, will avail themselves

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of their right; and in the course of a few years, when the nature of the work becomes known, a larger number of voters may be very reasonably expected to exercise their right. Each of the groups sending a delegate there will be ten delegates from the villages coming to take their seat on the Board. If the Taluk town send about the same number of delegates, the strength of the Board will make about twenty members. In some such way as this the number on the Board may be fixed for every locality. It will not be needful to have the same number of members for all the Taluks. The reason for allowing the Taluk towns to send as many members as all the villages taken together, is to provide for a sufficient number of members on the Board during the absence of the village members. It may be assumed that the Taluk town will be the meeting place of the Board, and that a meeting will take place once a week or at least a fortnight. The village members may not be all present, and the work of the Board will be stopped if a quorum of the members be not found. When half of the number on the Board belongs to the Taluk town, there will be no difficulty in always having a quorum. To fix a number for each village will make the Board very large, while to fix one for a group paying a certain rent will bring in too much intricacy at first. The best thing now will be to mark off the groups arbitrarily.

The qualification of a delegate must be the payment of Rupees 100 land assessment or Rupees 10 License Tax, or a monthly income of more than Rupees 50 as salary. Government Officials, excepting those in the executive department, may take their seats on the Boards if chosen by the people in the usual manner. At present it will not be safe to accept the executive officers of the Government as members on the Board. The total number of the Government officials on a Board should not be higher than an eighth of the maximum number of the Board. All Graduates and F. As. of the University may be elected, whatever their income may be.

Members once elected may hold their seats for three years; but to secure the advantages to people of the agitation of an annual election, one-third of the members must be required to retire every year, the retired members being re-eligible. Take, for instance, twenty-four to be the number of the members at the commencement. At the end of the first year, eight of the most irregular members shall retire and another eight shall take their place; at the end of the second year another eight of the remaining sixteen shall, for the same reasons, retire as before and their places filled up by new elections. At the end of the third year the remaining eight shall retire and new members shall come in their stead. Thus annual elections will keep up an agitation among the people and give them more spirit and teach them their own importance. In the above proposal the members that retire at

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the end of the first and second years shall not have remained three years; but this irregularity must be passed over. In the subsequent years, the members retiring will always be those who have completed their term of three years upon the Board since their latest election.

Under this scheme the Board will always contain a sufficient number of members having experience in the work of the Board. A completely new Board may not have any members capable of doing work for want of the necessary knowledge and experience. As under the arrangements here recommended, there will always remain two-thirds of the old members on the Board, the new elections may be carried on under their superintendence with the assistance of the Board Gumastahs, &c. In the beginning, Sub-Registrars and where these officers are absent, any other Government officials may be empowered to form a Committee in the Taluks and carry on the elections with its assistance. The formation of a single Central Committee for the whole district will not succeed in all the Taluks. Those Taluks which were formerly named as being backward are for the most part in the hilly tracts; and the people of the plains will not consent to travel in malarious tracts where travelling is difficult. In this case aid of the Government officials is absolutely needed. The advanced Taluks can all take action in concert by forming a Central Committee of elections.

4. A standing district Council should be established for the adjustment of matters of common interest. It is to be composed of one or two representatives for each of the Local Boards, elected by the members in them and duly instructed by them in the opinions of the Boards on the questions under discussion. Only such as are willing should be sent on this purpose. For very many Taluks the members may have to be chosen in the district town itself or in its close vicinity; a few Taluks like Vizianagram, Bimlipatam &c., may send their representatives from their own territories. The remoter taluqs cannot send their own members both on account of their distance and on account of the absence of facilities for travelling. The members so going to represent a Taluk must be allowed batta. Otherwise, not a single man can be found willing to undertake the duty. The duties of this Board will be to settle disputes between the several Local Circles, to supervise the accounts sent from the various taluks to the Government, to hold correspondence with heads of the various departments with which the Local Boards may have any business in common; and to superintend in a general manner the work of all the Sub-Boards. In all matters of common concern, it will be the medium between the Government and the minor Boards. They may also allot the money collected in one Circle for the use in another without any danger to the Circle where it was collected.

5. The first thing to be aimed at by any free Local Board is to make itself popular; and taxation is none of the means to

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attain that end. In no country as yet under the sun have the people shewn themselves willing to pay any new and additional taxes, though they may be fully aware of the pressing circumstances that cause the necessity for the additional imposts. When this is true of even very highly advanced countries, it will not stand to reason to suppose that the natives of this country will willingly bear the burden of any taxation, however light, in addition to what has been already laid on them. As a first and most important step of popularity, the Local Boards should keep their hands free from all tampering with new taxes and content themselves with the ones already in existence. If found possible, some of the existing ones may be removed to the joy of the people. When the Boards become well understood and their operation is identified with every one's personal interests or, at all events, it becomes regarded as an institution of the people for the improvement of their condition, it will be proper time for thinking of new impositions; till then the working of the Boards with the existing funds with all possible economy and efficiency should be the consideration of the members. The whole machine will burst if unpopular impositions of taxes be attempted. At present the odium of every impost attaches to the Collector and the Government, and the Local Fund Board is a nonentity in so far as the people are concerned. When the Local Fund Board becomes an existing fact to the people, it will then become the mark of people's hatred if it attempts anything unpopular. On these grounds, I will not recommend any new mode of taxation not merely in this district but also in the other ones. The levying of fees for the registration of carts and draught animals will act mischievously upon the agricultural classes who generally own these to eke out the produce of their fields. Neither house tax nor any thing resembling the License tax should be imposed upon the people at the present stage of the Local Board life. The Local Road cess will weigh very heavily upon all the classes of the people

To add too much to the duties of the Boards may perhaps lead to the neglect of all. It will be better to add to their duties as they demonstrate their capacity for work by the actual work done by them. I do not think that the variety in the religion of the members will be any objection to their taking the management of the temples into their hands; but the temples of this district are all under the proper management of the Maharajah of this place by whom they have been originally endowed and none of them can be put under the management of the Local Boards. The power to inspect markets and prescribe weights, &c., which is conceded to the Municipal Commissioners should be granted also to the Local Fund Boards.

6. The Presidents should be elected by the members of the Board both in the Municipalities and the Local Fund Boards and

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be subject to the confirmation of the Government. The Government executive Officers have no chance of being Presidents if they are to be excluded from Boards as suggested before. No person should be allowed membership or Presidentship by virtue of his office. No special powers are necessary to the President. He together with the Vice-President will be the executive head; he will nominate qualified men to the vacant posts who should be confirmed by the council. He may act on emergency without any reference to the Board, but shall report such acts to it on the first opportunity and shall also be held responsible for them. If he fails to command the confidence of two-thirds of the members, a new election should take place. Every member may be required to supervise the work carried within the division he represents; but such duties are better attended to by a professional person whose services may be engaged by four or five Boards in common. The supervising powers of the member may go to supplement the duties of the regular officer. The members need not be invested with any special powers to enable them to carry out this part of their duties. If they notice any thing calling for action, the matter has only to be brought to the knowledge of the President; and he will issue out the necessary orders. I fear that the parcelling out of power into the hands of number of men will not be wholly beneficial to the community. Actual experience alone can shew if members cannot do their duty without any special power.

7. In the main the arrangements that now obtain should be kept in force even after the establishment of the Boards. The powers of control now retained by the Government should be exercised very sparingly and only when the necessity is absolute. On ordinary occasions and in matters of detail, the Boards should be left without any shackles to act at pleasure; subject only to the supervision of the District Board which will watch over the acts of detail of the various Boards in a district. This will leave enough of power in the hands of the members of the Board and give the Government that degree of control which is essential to efficiency in the work of the Boards.

The heads of the Medical and other Departments will continue to inspect as now and report to the Government upon what they observe. Copies of the reports may be sent to the Boards and their attention may be called by the Government to whatever demands the adoption of immediate measures. During the next circuit or tour of inspection, the professional Superintendents will be in a position to observe how far their suggestions have been carried out by the Boards, and what part of them were left out uncarried owing to impracticability. If they find any serious defect in any thing that they observe, they may move the Government to take action. In matters of slight importance and cases where the Board is willing to be readily directed, a word of advice from the supervising officer will be enough. But on no occasion should

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the inspecting agency be authorized to interfere directly with the Boards. The collection of the Local Fund taxes may be left to the members, who will do this part of their work through their President and the office Secretary or some such official. The money collected should be afterwards kept in a bank or, if there be no bank near, in the Government Treasury; but it should never be allowed to remain in the possession of the Board. The cumbrous and expensive establishment for the examination of the accounts, budget, &c., may be done away with and all the needful portion of that mass of work be done by the District Board with the aid of its own clerks and gumastahs. The District Board must have some sort of supervising powers; and though it may not be desirable to make a despot of it, there must be sufficient power lodged in it that it may perform its work efficiently. It should have the power of reporting to the Government upon the nature of any particular Board, not very assiduous in discharging its duties. In other matters, its powers of supervision will give it sufficient dignity to enable it to perform its duties well.

The District Board should always meet in some central town of the District. If this happens to be the District town also, the same town may be chosen also for the meeting of the District Board. When this is not the case, the Central Board should not be compelled to meet at the district town to the inconvenience of the members of the Taluk Board.

VIZIANAGRUM, 21st *August* 1882. P. JAGANATHA ROW, *Head Dewan, Vizianagrum.*

II.

"At the requisition of the Native Association of Madras a meeting was held at the Hindu School, at Coconada, to discuss the scheme of Local Government and the following resolutions were passed. Among the Gentlemen present, were

K. KRISTNASWAMY RAO, *Sub-Judge.*
D. JAGANATHA RAO, *Deputy Collector.*
SHEIK MOHAMED ESUF SAHIB, *Deputy Collector.*
K. VENCATACHELUM PUNTULU, *Collector's Sheristadar.*
G. RAMACHENDRA RAO, *District Munsiff.*
A. SUBBRAMANIAH GARU, *District Registrar.*
D. SEVA RAO, *Pensioned Dewan of Pittapur Rajah.*
K. RAGAVACHARIYAR, *Deputy Tahsildar.*
PYDA RAMA KRISTNIAH, *Merchant and Municipal Commissioner.*
T. S. NARSIMHA RAO PUNTULU GARU, *Zemindar of Konithevada and a member of the Local Fund Board,*

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P. Nursimham, *Local Fund Manager.*
Narsimham, *Municipal Manager.*
Karchi Rayapa Puntulu, *Muncipal Commissioner.*
G. Vencata Krishniah, *Merchant.*
M. Rama Rao, *Head Clerk, Collector's Office.*
T. L. Narsimham, *Pleader, District Court, and several other influential gentlemen.*"

SECTION I.

Each Taluq may be constituted into a Circle, except Yernagudem, Bhadrachelum, and Agency Tracts. Independent Zemindary divisions should be formed into two Circles, one comprising Tuni and Pittapúr, and the other, Coconada and Coringa. The present Circles must be abolished, as the members residing in Taluqs find it difficult to attend the meetings owing to the great distance from their homes to the place where the meetings are held. The present practice of paying travelling allowance must continue. Except in the District Boards, the proceedings should be conducted in the Vernaculars of the District, as a large majority of the members are ignorant of English. It would be often difficult, under the elective system, to obtain members who know English.

SECTION II.

In all Municipalities of this District elective system must be introduced. In some Local Fund Boards also, the elective system might be introduced; but in the selection of the villages or towns which should enjoy the elective franchise, much care and thought must be used. With a competent Vice-President, there will be no inconvenience in having all the members elected. At all events, in some Circles, the system of having all the members elected, may be tried.

In this District, all head-men, any person who pays an assessment to Government or rent to Zemindars or other landed proprietors of Rs. 100 per annum, or any Inamdar who holds not less than 16 acres of Inam, and all merchants paying license-tax, might be authorized to vote for a member of the Local Fund Board. It is the opinion of an experienced Revenue official that head-men of villages should be the sole electors; and that the lists of their names should be prepared by an officer to be appointed by Government, not below the grade of a Deputy Tahsildar. The artizan class are not of sufficient importance in this District and pay nothing to Local Funds. They may be excluded from the list of voters. Simple vote is the best under the present circumstances. Those who have passed Middle Class Examination, and whose age is not less than 21 years, may also be voters.

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Not less than 12, and not exceeding 18, should be the number of the members of each Board. A village or a group of villages which pay a revenue or rent of not less than Rs. 10,000 a year, should be entitled to elect a member. In any special case, one group may be allowed to elect two or more members, provided the whole number shall not exceed 18. A large number seems to be desirable to secure a decent attendance at each meeting. All electors may be allowed to vote for such candidate as they like. The member elected should be a resident of the Circle, although he may not reside within the group of villages which may elect him. Any person who holds a permanent appointment within the Circle or has resided in it for not less than six months, with the intention of permanently settling there, may be considered a resident. No public servant, whose salary is less than Rs. 360 per annum, and no other person whose income is less than Rs. 250 per annum, shall be eligible to be a member. In the present state of the country, officials of all classes, *except the Police and the Judges,* should be eligible for the office of a member. There should not, under any circumstances, be more than one-fifth of the members who are officials, whether elected or otherwise. Schoolmasters might be treated as *non-officials.* An elected member should hold office for three years, but shall be eligible for re-election. In the present state of the country, it is advisable that magistrates should superintend elections. It is not possible to organize committees for conducting elections.

SECTION III.

There should be a District Council. The Local Boards and Municipalities, except those which are specially exempted, should contribute one-fifth of their incomes, for the general purposes of the whole District. It shall be competent to the District Council to allot a portion of such contributed fund, for the use of any Circle or for any common purpose in which the whole *District* may have an interest. It shall settle *all questions of policy,* and the Divisional Boards must carry them out. The District Council shall consist of delegates from the Local Fund and Municipal Boards, elected by such Boards. Each Board should depute not less than one but not more than two members. The Inspector of Schools, Medical Officer, the Executive Engineer, and the Superintendent of Farms, if any, and two officers, below the grade of a Collector, whom Government may appoint, shall attend the District Council, and shall have one vote each. The questions raised shall be decided by a majority of votes. The Local Fund Boards shall send to the Collector monthly, accounts of receipts and expenditure and copies of resolutions passed by them. The Collector should not exercise any powers of supervision over the Local Fund Boards, except through the District Council. No Local Board shall be superseded without a resolution from the District Council, and without the special sanction of Government.

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SECTION IV.

Land cess must be retained. In towns or villages (which are not parts of a Municipality and in which there are more than 100 tiled houses) house tax might be levied. The opinion of a majority is that value of the property should be the basis for the assessment of the tax. The opinion of a small minority is, that the measurement of the buildings should be the standard; that a rate per yard should be adopted, and that in the case of houses which have upstairs, the tax may be doubled. In any case the rate should be sufficiently low, as not to deter people from building tiled houses. License tax is highly unpopular. Toll-gates should be abolished. Registration of carts and of draught-cattle, except bullocks and buffaloes, is highly approved and recommended. Ploughing cattle should be free from registration, although they may occasionally be used in carts. Carts and cattle registered in a Municipality or in a Circle, should be free from *all* further demands. The registration fee for a cart, might be Rs. 4 per annum. The reasons for the total exemption from registration of bullocks and buffaloes in the Local Board Circles, are that nine-tenth of them belong to agricultural population as the necessary adjunct of agriculture, and that they already pay a land cess for the use of roads, &c. Minor irrigation works should not, in the present condition of the country, be made over to the Local Fund Boards. These Boards should have the management of all the pagodas in the Circle, inclusive of those temples which have independent trustees who are not now amenable to the District Davastanum Committees. Independent trusteeship must be abolished. No trust can be safe without some sort of control. Davastanum Committees appointed under the Pagoda Act may be abolished. A Sub-Committee of the Local Fund Board, with necessary establishment, should be intrusted with the management of the affairs of all pagodas within the Circle. In forming a Sub-Committee, due attention must of course be paid to the religious convictions or principles of the members selected. There will be sufficiently large number of Hindus available in each Board to form a suitable Sub-Committee. Where it is impossible to do this, Local Fund Boards might appoint any respectable person of the persuasion which holds the institution in reverence, to look after its affairs. Such Committees and officers should work under the orders of the Boards. The Local Fund or Municipal Boards should be competent to dismiss hereditary superintendents and servants; but no order of dismissal should be made unless *all* the members of the Board are present at the meeting at which the order is passed; and two-thirds of them concur in the order of dismissal. The District Council should be competent to cancel such order. Similarly all questions relating to virtual observances,&c., in the pagoda should be decided by the Local Fund Boards, subject to the revision of the District

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Council. The Civil Courts should have no jurisdiction to set aside the orders of Local and District Boards passed in respect of any religious institution and its affairs. Local Fund Boards might, with the consent of the District Council, apply the surplus funds of any Hindu pagoda, for secular education in Sanskrit only, and in such religious education as is appropriate to such institution. Under no circumstances funds of one pagoda should be transferred to another. It is not desirable to empower Local Fund Boards to inspect markets, weights and measures, to take notice of encroachments and adulteration of food, &c. It is too great a power in the hands of our would-be Local Fund Board members, whose culture must for many years to come, be limited. Doubts are felt as to the competency of the Local Fund Boards, to remove choultries erected by former rulers or individuals at one place, to another station. The Board should have the power of removal; for cases are not few in which what was once a highway is now a deserted foot-path; and it would be highly desirable to have rest-houses and choultries on the new highways and roads.

SECTION V.

The Collector should not be either a member or Vice-President of the Local Circles or of District Council. He may nominally be the President of all Boards, his duties simply being to bring to the notice of the Government any dangerous or illegal proceedings of the Circles or Council and to render such assistance to the Circles and Council as may be required of him. Any proposals which he may have to make for the consideration of the Circles or Council, should be made through the Vice-President of the Circles or Council. He should have no power of making or vetoing any appointments. The Chairman shall be elected from among the members of each Circle or District Council as the case may be, subject to the veto of Government. *He shall be the Vice-President.* In any case, where no competent person could be found among the members for the office of Chairman and Vice-President, the Government shall make the appointment. The Vice-President shall make all appointments of Local Fund officers and servants; but those appointments which carry a monthly salary of Rupees 20 and more, shall be subject to the confirmation of the Local or Municipal Board. He shall carry out all the resolutions of the Board or Council and conduct all the executive business of such Board or Council. In emergencies, he might act without the Board's *previous* consent, but the nature of emergencies and the pecuniary limits which he should not exceed, must be defined. Each member might supervise the works done on behalf of the Board, and shall bring to the notice of the Vice-President any irregularities, negligence, or breach of duty he may observe. The Vice-President, after obtaining the necessary explanations from the officers or servants concerned, shall submit the whole matter for the

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final decision of the Board. The Vice-President, in no case brought to his notice by a member of the Board, shall be competent to dispose of it finally without a decision of the Board. Circle Vice-President should be allowed a monthly allowance of from Rupees 30 to 50, and District Vice-Presidents, from Rupees 60 to 100.

SECTION VI.

The appointment of Commissioners and Local Fund Board members by Government should, as a rule, cease. The Boards should have the power of removing any member for misconduct or neglect of duty. But no order of removal should be made unless two-thirds of the whole body of the members of the Board concur in it; and the same should be confirmed by an ordinary majority of the District Council. No member of a District Council shall be removed unless two-thirds of the whole body of members concur in the order of removal. No appeal should lie to any other authority against the orders of the District Council removing a member. The dismissal of official members of District Council should, in all cases, be subject to the orders of Government. The Government may remove any member for misconduct or neglect of duty, in cases in which Local Boards and District Councils have *refused to do so*. The vacancy must of course be filled up by election.

It should not be lawful to Government to transfer what are now provincial and imperial charges, to Local and Municipal Boards, without transferring to them the corresponding sources of revenue. Subject to this limitation, it should have the power to make *general* rules for the administration of Local and Municipal funds.

The Government should not transfer funds of one District to another. District Council should be competent to receive contributions from and make allotments to Circles *within the District.*

The Government might continue to appoint inspecting officers to superintend the working of Municipal and Local Fund Boards, as hitherto. It is desirable that the Government should continue to exercise the powers mentioned in clauses 9, 10, 11, 13, 14, 15, 16, 17, 18, 19 and 20 of the memorandum of the Association.

The powers mentioned in clause (12) might be exercised by the Collector, who is nominally the President of the District Council. The Sub-Committee shall of course act in subordination to the District Council. In lieu of the present system, the following scheme may be substituted:—The Collector must, as hitherto, collect all taxes, &c., payable to Local Fund Boards. In all cases in which the work to be executed costs more than Rs. 1,000, the estimate and plans should be *finally* passed by the Superintending Engineer, and then included in the Budget. It should also be the duty of the Superintending Engineer to supervise the work done by Local Fund Engineers. The education, sanitation, medical

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and vaccine allotments should be made in previous consultation with the Presidency Heads of the Departments concerned and included in the Budget. Each Circle should prepare its own Budget and submit it for the approval and sanction of the District Council. The District Council shall prepare its Budget after receiving the Budget of Local Circles and Municipal Boards. Budgets for the whole of the District should be sanctioned by Government, but they need not be submitted through the Board of Revenue. The Collector shall have no power to alter the Budgets, but shall state his objections to Government for consideration. The Circle, District, and Municipal Boards should be assisted by the departmental officers in the supervision of public works, educational and other matters. The auditing of accounts should be conducted in the same way in which Municipal accounts are audited. The Collector and President shall appoint auditors for the auditing of the accounts of all Circles and District Council, and submit the result of the audit to the Boards concerned. By the adoption of the scheme here suggested, the Presidency establishments might be safely reduced to a considerable degree without the loss of the advantages of professional advice.

III.

The Secretary of the Madura People's Association has sent the following extracts from the Proceedings of the Executive Committee of the Madura People's Association, in reply to the Circular Memorandum :—

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At present the District has two Local Fund Boards, the area of jurisdiction being termed a "Circle," and the centre of one being Madura and of the other Dindigul.

The District has four Divisions. Three of these are embraced by the Madura Circle, viz., Assistant Collector's Division, General Charge Deputy Collector's Division and Head Assistant Collector's Division. The Dindigul Circle embraces only the Sub-Collector's Division.

The members of the Committee are unanimously of opinion that this division into Circles is inadequate, and that it was made in view of the official position of the Collector and Sub-Collector rather than in view of the requirements of the District. They are also of opinion that a Local Fund Board for each Division is also insufficient. They hold that one for each Government Taluk and one for each of the Zemindaries of Ramnad and Shevagungah is

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required. They are also of opinion that the Zemindars of Ramnad and Shevagungah should be Vice-Presidents of the Boards in their estates, and whenever practicable the largest landed proprietor should be induced to become Vice-President. The Committee are of opinion that for the present discussions should be in the vernacular when there is more than one member not knowing English, but that the record of the proceedings should be kept in English.

(Signed) T. M. SCOTT,
Vice-President.

(True Extract.)
C. VENCATAVARATHA ROW,
28*th July* 1882. *Secy. M. P. Association.*

SECTION I.

No objection to the principle of election being extended to all Municipalities, we think that the proportion of the elected and the appointed should be two-thirds and one-third respectively. We think it desirable that two-thirds of the Local Board's members should be elected.

Those who pay Rupees 20 as land revenue to Government should have the right to elect.

The artizan class in this District are not very numerous, nor do they contribute largely to Local funds except in the chief towns. Many of them are holders of land on Puttah; therefore the above qualification is not likely to exclude the artizan class. We would make the right to vote as to the artizan class depend on the payment of Imperial or Municipal tax not less than Rupees 4.

In case of the Zemindaries we would fix the qualification on the amount of the rent paid by the tenant to landlords, the minimum being Rupees 40. Those who contribute largely should have cumulative votes. We would recommend a maximum to the number of cumulative votes of about 50. We would confer the right of voting on possessors of educational qualifications. We would confer it on all those who have passed the University examination from the Matriculation upwards. For the present we would fix the numbers of members arbitrarily and allow all the electors within a Circle to vote for every one of the members. We would fix both pecuniary and residence qualifications and they be as follows :—

(*a*). All registered proprietors of land in the Circle paying as such per annum not less than 50 Rupees to Government.

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(*b*). All Puttahdars of the Circle, the amount of whose puttah is not less than 100 Rupees.

(*c*). All persons paying not less than 25 Rupees as an Income or other Special Imperial Tax other than Land Revenue.

(*d*). All persons paying not less than Rs. 20 as Municipal Taxes in any Municipal Town in the District. We would not exclude any classes of officials for the present excepting the Police Officers. There should be a limit as to the number of members to be appointed by Government, that should be one-third, and the remaining members being chosen by election. The elected members should, in our opinion, remain in office two years.

Sub-Registrars may well superintend the election proceedings. It will be possible to organise committees of non-official gentlemen to do this in concert with the Sub-Registrars. We would have a Standing District Board to adjust matters common to several Municipalities and Local Boards. We would suggest that one-third of the Standing District Board be Government nominees, and two-thirds elected by the members of the Municipalities and Local Boards of a District.

The District Board should have the power to settle the modes of taxation to be adopted in the various Subordinate Boards, the power of sanctioning and revising the Budgets of the Subordinate Boards and the settlement of expenditure of money in one Circle from the money raised in another Circle, provided it is spent only for a work of common interest. The revision of orders passed by the Presidents of the Subordinate Local Boards as to appointment and removal of officials under such Local Boards shall also form its function.

The levy of tolls will bear hard on traffic passing from one Circle to another. We think the registration of carts and draft animals might be substituted for tolls without causing hardship.

We think that the construction and repairs of minor irrigation work may be entrusted to Local Boards under the following arrangements :—

(*a*). Estimates for such works or repair to be submitted by the Local Board to the Collector.

(*b*). Such works as may be sanctioned to be carried out under the supervision of the Local Board.

(*c*). That it shall be the duty of the Board to send estimates on application for all works not repaired within ten years from the date of application.

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It is undesirable that Local Boards should superintend the management of Religious Institutions.

It is desirable to confer on Local Boards power to inspect markets, prescribe weights and measures, prevent encroachments on streets, &c., and prevent injurious adulteration of articles of food.

We think that the Chairman should in no instance be the Executive Officer of Government.

We would give members of the Boards the power to elect their President subject to veto by Government.

We would give the Chairman power to act in emergencies, provided the charges incurred by such emergent action do not exceed Rs. 100.

It is not desirable that the power of the President to select officers to carry on Local Fund duties should be subject to the approval of the Board.

It is desirable to vest each Local Board Member with power to supervise the Local Fund works in his Circle; he should be entitled to inspect and take copies of accounts kept by the official executing such works, take samples of materials and report on such works to the Chairman.

We think that the scrutiny of minute details of Local Fund Budgets may be dispensed with and the procedure assimilated to what obtains in the case of Municipal Budgets.

Two-thirds of the members of the Local Boards should be chosen by election.

The Collector should not be Ex-officio President.

Both the President and the Vice-President should be elected by the members of the District Board as well as by Municipal Committees.

Educational Officers paid by the Boards should be under the orders of the Board.

The elaborate machinery now existing for auditing Local Fund Accounts need not continue. Special officers may be deputed to inspect accounts of several Local Fund Circles every year in the same way as in Municipalities, an honorarium being paid to them.

C. VENCATAVARATHA ROW,
Secy. M. P. Association.

28*th July* 1882.

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Proceedings of the Executive Committee of the Madura People's Association at the Special Meeting on the 29th July 1882.

PRESENT.

T. M. SCOTT, ESQ.	...*Vice-President.*
JOHN FRENCH, ESQ.	...*Member.*
S. SOOBBRAMANIA AIYER	... ,,
K. DORASAWMI AIYER	... ,,
SREE SESHATHRI AIYENGAR	... ,,
C. VENCATAVARATHA ROW,	...*Secretary.*

SECTION II.

There appears to be no objection to the immediate extension of the elective franchise to the remaining Districts of the Madras Presidency. Though the area of the Local Fund Board Circle is much more extensive than that of Municipalities, it will be found that with scarcely a single exception those competent to act on a Local Fund Board reside in two or three towns in the Circle. The system of election as for Devastanum Committees is in force, and no practical difficulties appear to arise from this system; its extension to Local Fund Boards appears desirable. Mr. Sree Seshathri Iyengar is of opinion that the introduction of election system would be premature, but that the Government should prescribe rules for securing the nomination of a large proportion of landholders who mainly contribute to the Local Funds. The proportion of elected should in the view of this Committee be two-thirds to one-third.

The qualification for an elector should be the payment of a land cess of Rs. 5 per annum. This amount represents in Ryotwar lands a contribution of land revenue of about Rs. 100 to Government, and in case of Zemindary tenants of nearly 200 Rupees. Mr. Vencatavaratha Row holds that a land cess of 2½ Rs. is a sufficient qualification. In case this qualification should be found to exclude contributors to Local Funds from voting to such an extent that there are not at least 200 voters in a Taluq, a reduction such as would secure that number of voters should be made. The artizan class in this District do not contribute directly to Local Funds, and no special provision entitling them to vote need be made. They reside chiefly in large towns and as such contribute to Municipalities, and when they reside in the District they are also if well to do generally landholders and would fall within the class of agriculturists.

The case of under-tenants needs no special consideration, the amount of their contribution to the land cess being the test of qualification for voting (Vide *supra*).

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As regards the four modes of elections proposed, viz., election by (A) simple vote, (B) cumulative vote, (C) election by the whole town or tract, (D) election by wards, (E) election by caste or occupation. Election by caste or occupation is on the face of it objectionable. Election by ward, by which we understand divisions of a Local Fund Board, is equally objectionable except in Boards when these divisions are clearly defined and have a popular recognition, in which case the votes for each ward may be apportioned in consideration of its contribution to Local Funds. Where a town contributes in an appreciable degree, for instance by contribution of a house tax for purpose of education then may be a special allotment of votes to it. The right to a cumulative vote should be extended to all landlords coming under the definition of landholders in the Madras Act of 1865 excepting Ryotwar tenants. The maximum number of votes to which such landholders is entitled never exceeding one-fourth of the number of votes to which his tenants are entitled.

In all other cases the vote simple is preferable. We would confer a vote on every Matriculate of a University.

We consider the payment of Rupees 10, land cess Ryotwar holder of land, and Rupees 20 under all other terms a sole and sufficient qualification for membership.

In our opinion the Board should consist of 12, 18 or 24 members according to the number of votes in each Board.

The period of membership should be three years, every outgoing member being eligible for election. The Local Registrars of each Circle should supervise the election; a People's Association exists in this District whose members are available for co-operating with the Registration Officers.

SECTION III.

We are of opinion that a Central District Board is necessary, consisting of delegates from each of the Local Boards, two elected and one Government member, the affairs of the Central District Board being managed by a paid Secretary of the Board.

The Central District Board should determine the modes and rates of taxation to be adopted by the Local Boards, the power of revising and sanctioning the Annual Budgets of Local Boards, and the apportionment of costs between the Local Boards of any work of common utility to two or more Local Board Circles.

SECTION IV.

In regard to taxes on transit, we hold that the registration of a cart or carriage in Municipality or Local Board should exempt it from toll in all Local Fund and Municipal tax and the payment of a toll at every other gate on the same date contributing by

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Municipalities to Local Fund Boards of incomes from tolls being apportioned as at present by Government.

It is not desirable at present to interfere with the existing modes of taxation.

It is not desirable that the Local Board should undertake the collection of License or other Imperial Taxes. The relief from duties committed with Local Fund Board which Government Officials will obtain, justify the imposition of the duty of collecting Imperial Taxes exclusively on Government Officers.

Among the duties which Local Fund Boards may undertake at their option—(1) The construction and repair of all minor irrigation work. The Boards being responsible only to carry out efficiently all estimates approved of by it, and having the right of submitting estimates for such works as are not in a state of efficiency, and of making an official representation to Government in all cases in which such are rejected upon grounds, which in the opinion of the Board are unsatisfactory.

The Municipal and Local Fund Boards should not, in our opinion, undertake the management of religious institutions.

The Local Fund Boards should be entrusted with power to inspect markets, with power to enforce proper sanitary arrangements, and the prevention of the use of false weights and measures, and the adulteration, &c., of articles of food.

SECTION V.

We concur in the views of the Government of India that the Executive Officer of Government should not be President of any Board. We hold,however,that any Executive Officer of Government who may be a member being as such, is entitled to a vote, Sree Seshathri Iyengar holding that the opinion of the Government of India should be adopted in its entirety.

We hold that each Board is entitled to elect its own President. The veto of Government on such election we consider objectionable.

The President, we think, should have liberty to act on emergent occasions within 24 hours of which he should report such action to the Board. Seshathri Iyengar suggests a money limitation in addition. The nomination of officers to carry on Local Fund duties should vest in the President, subject to the veto of the Board.

It is desirable to vest all Local Fund Board members with power to visit and inspect any work in course of execution in the Circle, to take immediate possession of primary accounts, and in general to report on apparent fraud or irregularities.

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VI.

A scheme in detail for the efficient working of Local Fund Boards and Municipalities can only be reduced to a tangible form by suggestions in the direction of amending the Municipal and Local Fund Acts.

As regards the first object to be secured, viz., the preventive of any tendency on the part of Local Fund Boards and Municipalities to exceed their legal powers or grossly neglect their duties, we are of opinion that there is not at present much reason to apprehend danger in either of the directions indicated. The ordinary restraints of law in the direction of checking illegalities appear to be a sufficient guarantee against such evils. Should, however, it be thought insufficient, the Collector of the District as the representative of Government, may be empowered to report to the Local Government any matter in which the conduct of the Board or Municipality is illegal or dangerous, and the Local Government may be empowered to interfere as regards the apprehended danger. We quite approve of the suggestion for the temporary suspension by Government of the operations of the Board which habitually neglects its functions.

As regards the second object to be secured, viz., the prevention of irregular or wasteful expenditure of money, the Budget system and careful annual audit of accounts, we are of opinion, ought to be sufficient. The evils referred to as arising out of unauthorized departure from the passed Budgets appear to be the result of want of care in the preparation of Budgets so as to render any subsequent departure from them unnecessary.

As regards the third point to be secured, we hold that it is incumbent on the Local Fund Boards and Municipalities not only to keep correct records of all items of income and expenditure, but to tabulate and condense such information in such forms and at such periods as the Government may think necessary to afford to the Public, a sufficient insight into the operations of the Boards and Municipalities.

It was resolved in an adjourned meeting to amend the reply on Section III in the following manner.

We are of opinion that of the two delegates from each of the Local Fund Boards, one elected and one Government member, that one more member for each Circle, who being a resident of the Central Station, shall be elected by the Board of each Circle he represents.

(Signed) T. M. SCOTT,
Vice-President.

C. VENCATAVARATHA ROW,
Secy. M. P. Association.

29th July 1882.

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IV.

Translated into English from Malayalam in which the reply was written.

SECTION I.

The District of Malabar consists of 10 Taluks, the names of which are noted down in the margin. We can safely take the area of these Taluks to constitute ten different Circles, as the jurisdiction of the divisional officers is on the one hand a little greater and that of a Sub-Registrar on the other is much less than what is required for the purpose. Besides on all accounts if the jurisdiction of each Circle be made to embrace only the extent of each Taluk, the convenience, good and improvement which will result from such an arrangement will be enormous.

1. Chirakal.
2. Kottayam.
3. Kurumbranad.
4. Calicut.
5. Ernad.
6. Walluvanad.
7. Ponnani.
8. Palghaut.
9. Wynad, and
10. Cochin.

Although the District can boast of having ten Taluks, yet the area of the Taluk of Cochin is very small. It has a Municipality. There is only a very little extent of country outside the Municipality. Anjengo and Tangacherry lie in the middle of the Travancore States. These parts may be included in Ponnani. This and the other Taluks may thus be made nine distinct Circles. There should be a Central Board, and as branches of this there should be one Sub-Board in each of the nine Circles.

My reasons for fixing the extent of the Taluk as the jurisdiction of the Circle are these:—I am a member of the Malabar Local Fund Board. The members of the Board hold their meetings at Calicut, and the office of the Board is also there. My residence is at Palghat, a place about a hundred miles distant from Calicut. So it will be possible for me to attend only the Budget and other most important meetings of the Board. As the place is very distant, I am not able to present myself at the monthly meetings. As I have no perfect knowledge of the conditions of each Taluk, I have to keep silence sometimes in matters concerning the necessities of such Taluks. The Board consists of 7 or 8 non-official native members; of these two are from Palghaut, one from Walluvanad, one from Ernad and two from Calicut, and the rest belong to North Malabar. Of the European non-official members, some are merchants of Calicut and others Coffee planters of Wynad. These members cannot attend all the meetings The meetings can be conducted only with those present. Then the matters cannot be proceeded with fully on their merits. If I were asked to say about the conditions of the Taluk I represent, I find it difficult to give any decided views as a whole on the points raised, so it is impossi-

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ble for any one to discuss matters which he has never seen nor heard of, nor learnt from persons that have seen or heard of them.

So where the extent is small, the affairs in it will be executed with great simplicity and due attention. It will also tend to the better spending of the funds of the Circle with due regard to the amount at their disposal and for purposes beneficial to the inhabitants of the Taluk. The constitution of each Taluk as a separate Circle and the establishment of a separate Board in it, will well nigh serve to remove from the minds of the mass of the population, their grievance and dislike consequent upon the execution of the works without paying the least regard to the circumstances of each place. Now there are many cases where the work has not been executed according to the circumstances of the Taluq and the members are well aware of them. As the whole District forms one Circle, and as the members find it very difficult to look to the necessities of the various Taluks separately, the state of affairs happens to be as described above. As a remedy to these mischances and to the common welfare of the people, the Taluk division is most convenient.

The vernacular of the people is Malayalam and most of the non-official members of the Board are ignorant of the English language. If we were to select only such persons as have had English education, the other qualifications will be wanting in them. Those that have had experience in local affairs under the old system are not English knowing men. It is difficult for members of the Board who do not know English to know all that take place in the meetings in which they are present. Sometimes there is an interpreter. If he were to omit certain matters in interpreting, the members would not be able to know what he omitted.

Where the management of the local affairs is entrusted to local bodies, it is indispensable that their proceedings should be in the vernacular of the District. For some years, and in certain cases at the present time too, the high officials who are ignorant of the English tongue have recorded and do record their proceedings in the vernacular only. To facilitate work and to give encouragement and ease to the members, their proceedings should be recorded in the vernacular. In this case they do not require the service of others. If on the contrary the proceedings were in English they cannot conduct the affairs without the help of an English clerk.

I am a member of the Palghaut Municipal Board. I have conducted the duties of the Vice-President oftentimes when he was away from the place. I prepare everything in Malayalam and the head clerk translates it into English. On occasions in which I was the Chairman of the meeting, the proceedings

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were recorded in Malayalam. The late Mr. Churi Kannaran who was for many years Vice-President of the Tellicherry Municipal Commission, recorded his proceedings in Malayalam only. He has earned the esteem of the public. The Munsiffs and Tahsildars who have had no English education have conducted their duties in the vernacular, and there are such instances even now. I make mention of these facts to affirm that there is no harm in recording the proceedings in Malayalam. The office establishment of the Board should consist of English and Vernacular knowing clerks.

When the Presidentship is taken from the Collector and conferred on any other, it will be necessary to appoint a fresh establishment of gumastas. The President being the Collector, his subordinates have conducted the business under his orders, and they have not been paid separate remuneration for the work. When the existing system is altered and a separate department is constituted, we will have to make several changes and these will be found requisite ones. The following will show what changes they are.

The Municipal Boards have separate establishments for the collection of taxes and for the efficient supervision of such business, whereas the Local Fund Board had the services of the Government Amshom officers for the collection of their money, and the Tahsildar and other revenue officials have been entrusted with the requisite authority and the Local Fund Board has no special expense. If the Boards be made separate they will have to employ officers to look after the several departments according to the circumstances of the case, just as those done now in the Municipalites. The only distinction between the Municipalities and the Local Circles is that of the area, the former being less than that of the latter.

SECTION II.

The elective system is highly beneficial, but such a system cannot be introduced in all the Municipalities with advantage, for the inhabitants of certain localities have not yet obtained sufficient qualifications for such a boon. By and by, the people should be made to secure the qualifications. When they become possessed of such qualifications and when they are able to gather the benefits of the system of election, it will confer the greatest boon on the public.

* * *

It is now 16 years since the Municipal Act was introduced in this district. Some of the Municipalities are yet no better than the middle countries. In places where education is widely diffused, the inhabitants are able to know the affairs and conditions of the place and will take interest in and pay attention to

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public business. If all the districts become possessed of such qualified men, the adoption of elective system will be excellent. Before such qualifications are perceivable if the seed of this system be sown it will be very difficult to foster it. In the first step it will not be an easy task to instruct the people and bring together those who are wanting in wisdom and interest. Generally, when the people possess knowledge, wisdom and earnestness and give up their idleness, then interest in common affairs will easily grow in them. The superior, the middle and the inferior, these three states are to be found in one and all affairs. So with due regard to the time and the circumstances of the place, the elective system should be introduced where they deserve it. There will be no objection to adopt this system for the Local Fund Boards subject to the provisions mentioned above. It is the British Government that awakened the country from the lethargy it had fallen into since a long time owing to the Mahomedan rule, it is since the time of the British Administration that the people have begun to understand that the country is theirs, that they should conduct themselves and take interest in public affairs, and it is only in places where education is widely spread that the people possess such thoughts. The knowledge they have now acquired is in most cases sufficient only to earn their livelihood and accumulate wealth and in other respects they are in the same state. It is education that brings the people to an efficient position. Where the seeds of it were first sown there it has grown into a large tree extending its spreading branches and sub-branches all around the country. In those tracts the people have acquired knowledge, science and freedom of thought, and they have become public spirited. In such places it is quite necessary to cultivate all those that would contribute much to the public good and welfare.

* * *

In places where the elective system is preferable, it is better to have two-thirds of the members of the Board of that Circle elected by the people and the remaining one-third appointed by the Government.

* * *

If the members constituting the Municipal and Local Fund Boards be elected by the people, they will become representatives of the respective places by the people of which they have been declared eligible for their appointments, and they will have sufficient knowledge of the nature as well as the manner of the country and be in good terms with the people which forms the chief basis of local self-government.

The members appointed by the Government, whether they be officials or non-officials, will be held in high esteem that they

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are able to carry on business, and this fact will tend to increase the merits of the others appointed by the elective system.

In Malabar there are five Municipalities, viz., Palghaut, Calicut, Tellicherry, Cannanore and Cochin. In the Palghaut Municipality the Hindoos form the greatest part of the population. One-eighth of the whole number is Mahomedans; Christians are few. There are twenty-four elementary vernacular schools educating about 1,000 pupils, and belonging to the Municipality in addition to one Municipal Middle School and a Government High School the highest standard of which is the Matriculation class.

* * *

In the Calicut Municipality, the number of Mahomedans is about half that of the Hindoos, there are more Christians here than at Palghaut. As there are a great number of officials, Vakils, and many educated natives here, I should say that this Municipality is superior to all the others and therefore the elective system may with advantage be introduced here. The outside of the Municipality is in the same state as that of Palghaut.

In the Tellicherry Municipality, the Mahomedans bear three-fourths the proportion to the Hindoos. Christians are fewer than at Calicut. As this Municipality is a place of some importance, the elective system may here also be brought into use with difficulty. The outside of the Municipality is in the same state as Calicut.

In the Cannanore Municipality the number of Mahomedans is half of that of the Hindoos. Christians are few. As there are learned Eluvars, this system may work well here also. The people outside the Municipality have not yet reached perfection.

In the Cochin Municipality the number of Mahomedans is a fourth of that of the Hindoos, and that of Christians is three-fourths of that of the Mahomedans. As there are a great number of Eurasians here the elective system may be adopted here also.

If we minutely examine the nature of the Malabar District, it will be seen that the system of election may be made to work well in the Municipalities in case some chief persons make themselves always ready to render all possible assistance, and it is not advisable to adopt the system in the Local Fund Boards outside the Municipality.

The voters should have two qualifications, viz., the ability to know the object for which they give their votes and the public good that is expected to result from the actions of those for whom their votes are given.

The right of voting arises not from the single fact of paying a certain amount of land-tax only; because a man may have only a house worth Rs. 200 paying 8 annas Municipal tax and nothing

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to the Local Fund Board: in such a case he has a right to give his vote. Is it not proper to entitle him to do so?

What is the use of empowering a man paying say Rs. 50 Government tax, to give his votes if he is not intelligent enough in so doing?

It is unjust to exclude him from the class having a right to give votes who is regarded with the greatest estimation by the people on account of his other qualifications than that of wealth.

Permanent residence in the country, good conduct and skill in managing affairs, will make a voter deserving of his duty. One qualification required for a voter consists in not being a man of bad character and in not subjecting himself to punishment by the commission of some criminal action, and another in having a permanent residence in the place. Therefore it is necessary to bring a rule in force to the effect that only those who dwell in a house worth not less than Rupees 500, are competent to give votes and this rule may be extended to the Local Fund Boards also.

If those who pay Government land tax are thought to be eligible to give their votes, there should be a limit that only those persons should be included whose tax amounts to not less than Rupees 10, as there are a great number of persons paying less than Rupees 10, in every Taluk. The fact that a man pays the tax directly to Government while the land is in the possession of other persons by some right or other, does not in any way tend to increase his qualifications. I do not think it necessary that the artizan class should have the right of voting as there are very few in this district, and do not contribute much to the Local Funds.

The effects to be enjoyed by the people as the result of their giving votes either for the Municipal or the Local Fund Board are, (1) Education, (2) Conservancy, (3) Public Works, (4) Sanitation, &c. The rates given by the people for the enjoyments above enumerated are first house-tax, then the land-tax, license tax and others. As the Municipal Board depends chiefly for its source of income upon the house tax, the payers of this rate should have the right of voting for the members of that Board; and those who pay land revenue should have the same right in voting for those of the Local Fund Board, as it is the principal source of income for this Board. In the case of the artizans the right should depend, if they live within the Municipality, upon the house tax, and if outside, upon the land or license tax; as regards the Zemindars, upon the Peishcush they pay to Government; in Malabar, there is a set of persons called Jenmies (proprietors) whose right ought to be made to depend upon the Micharom (rent) they receive from their tenants, as they do not directly pay the tax to Government on account of their lands being in possession of other

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persons on some right or other—such as Kanum, &c.—If they be ryots under Zemindars the amount of porappod (rent) they pay to these should be made fixed.

1. Simple vote.
2. Cumulative vote.
3. Election by the whole town or a division of a town.
4. Election by wards.
5. Election by caste or occupation.

Of the five sorts of votes recognized by the Indian Government and shown in the margin, the first three should in my opinion be brought into force. The first should be adopted in places where there are only a few learned men, and the third, in places where the people are far advanced in every way; each sort should be introduced in places most suitable for it corresponding to the merits of the people. I think that simple vote is preferable in Malabar District.

The voters should have the right of giving cumulative votes in proportion to the merits. Because if there is to be no difference between the votes given by me who pay Rs. 50 Municipal tax and 3,000 Rs. Government land tax, and another who pays only Rs. 10 Municipal or land tax and nothing else, these highly qualified persons will become greatly discouraged by the reason of their merits not being taken into consideration and consequently their exertions in backing up the system will grow less and less. To remedy this evil there should be several grades of voters as those explained below: Land tax above 10 and below Rs. 50 should entitle a man to give one vote, above 50 and below 100, two votes; thus each grade should have an increase equal to certain multiple of the former as 100-250; 250-500, 500-750, 750-1000, 1,000-2,500, 2,500-5,000, 5,000-10,000 and 10,000 and upwards should form one class. If the Zemindars and the tenants under them are to have the privilege of voting, as regards the former the amount of Peishcush they pay to the Government, and as for the latter, the rent paid by them to the Zemindars, should be taken in the light of the land tax and the rules concerning the cumulative votes should apply to these also. If the educational qualification is to create any right in the persons possessing it, the most preferable one that should be adopted is the B. A. examination, as there are only a few persons possessing this high qualification in the middle countries such as Malabar, it will be most suitable to substitute Matriculates for B. As, in the middle countries. To adopt only the first qualification, will not, in my opinion, be conformable to the nature of the country.

* * *
* * *

The District Board should consist of 20 and the Circle Boards 10 members. In this large district of Malabar containing 430 amshoms, a District Board consisting of less than 20 members would

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be quite insufficient. There would be only two members for each Taluq even if the Board were to consist of 20 members. The reason I adduce for having ten members for each *Circle* Board is that as each of the Taluk containing the number of amshoms shown in the margin, is very extensive, and some of them abound in jungles, hills, and mountains, any number less than ten Circles will be inadequate for the proper management of the affairs. There is no objection for any one to become a member of either the District or of the Taluk Board in any of the amshoms in which he pays his tax, as it would become impossible to procure members and conduct busines otherwise.

1. Cherakal 44 amshoms.
2. Kottayam 27 „
3. Ernad 52 „
4. Walluvanad 64 „
5. Ponnani 73 in addition to 3 amshoms of the Cochin Taluq which I recommend to be included in this.
6. Wynad 16
7. Kurumbranad 57
8. Calicut 38
9. Palghaut 56

Instead of fixing an equal number of members for each Circle, it would be much better to ascertain the number for each Circle proportionate to its wants.

Wealth and permanent residence in the place are requisite qualifications for a member, as the first gives him fitness and the second experience.

When the Collector, Sub-Collector, Head Assistant Collector and Deputy Collector and Tahsildar become members, the others will find it very difficult to manage the affairs as their conscience dictates. But there is no objection for admitting Taluk Sheristadars, Revenue Inspectors, Adigaris, Forest officers, District and Sub-registrars. There is reason to think that some of the high revenue officials should be members for some time in middle countries where the people are still in a low condition. The number of non-officials to the officials should be in the proportion of two to one, and the number of the latter should be taken from that of the former.

* * *

If the people give their votes to a person according to their wishes for the good of their country, and if the anticipated benefits have not been brought to their reach within a limited time, it will be beyond the power of the member to remain in the office till the object is attained. Therefore the time a member should serve must be fixed during which he should be doing his duty favourably to those he represents.

After the expiration of the time fixed, if the member wishes still to continue in the office, the people should again give their votes for him, and if not, he should retire.

After the election is once over, it is necessary that the next should take place six months before the expiration of the time allowed for those members, if not, the affairs will not be regularly

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carried on from want of the members at the proper time. If the members resign their office being unwilling to serve, or leave this world for good, it is necessary to replace them by others by means of a new election. It is advantageous if the revenue offices in the middle countries and sub-registrars in the town, are asked to superintend the election. (By middle countries, I mean those countries where the people are not advanced in education and their knowledge is very narrow).

The first experiment must be tried by appointing an election-committee under a Committee that should have the principal town of each district for its seat. Besides, such a Committee will prove useful in facilitating the management of affairs till the election system has become universally approved and has borne fruits.

SECTION III.

It is better to appoint separate members for the District Board, but it is not objectionable for the members of the Taluk Boards to become members of the District Board, who will prove highly beneficial and useful in the transaction of business, and each of the Branch Boards should be required to send at least one of its members to the higher Board.

If it be possible to find out non-officials possessing all the qualifications requisite for the post of the President of the special Board, they will be the fit persons to fill that office; if not, District Munsiffs and District Registrars should fill the place of the President.

Each of the Taluk Boards should have a non-official Vice-President; if a non-official cannot be had, District Munsiffs or Sub-Registrars must be made Vice-President. The members of the Taluk Boards should prepare the Budget required for their Circle and submit it for the sanction of the Government through the District Board. The Vice-President of each Taluk Board should manage the affairs of his Circle sanctioned by Government, and his correspondence should be submitted to the Head Office through the President.

Though it is just in principle that the money collected in one Circle should not be spent for the use of another, yet it is impracticable to observe that policy. For instance, the total income in the Taluk of Wynad from both the land tax which is Rupees 8,000 and the five tolls amounts to Rs. 16,000. But as it is a mountainous and impassable country, an amount of Rs. 25,000 and upwards has been generally spent in it every year. Now the District Engineer has made a plan for the construction of five iron bridges over the rivers there and the estimated sum amounts to about three and odd lacs of Rupees.

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When this case was brought for the consideration of the Board, the members objected to taking money from the other Taluks for the use of this, stating that it will tend to make the roads, &c., in those Taluks to go to a ruined state, and they have come to the resolution that 25 per cent. from the road maintenance of the other Taluks, should be set apart every year, and the sum that may be thus collected in a number of years should be made use of in their construction. When funds sufficient to meet the expense of road works are available, a certain amount has been borrowed from the Government according to the loan Act, and it has not yet been discharged. As there are such difficulties to surmount, it would become impossible to make it a rule that money raised in one Taluk should not be spent in another. The President should instruct the Vice-Presidents of the Taluk Boards at the time of their Budget meetings to show a certain amount of surplus, and provide a certain sum for the use of special necessities of the other Circles. The Sub-Board should make their Budget with due regard to such instructions.

SECTION IV.

There will be no objection to levy the taxes, tolls, and fees now collected under Municipal Act No. III of 1871, in future also. The Local Fund Board also may have recourse to the levy of these taxes.

Under the provisions of the Act passed in 1878 for the Malabar District alone, the Local Fund Land Tax has been fixed at 2 As. per Rupee, paid to Government as Land Tax. Such an imposition is unjust and the reasons assigned by the Government for it are not justifiable. Although an imposition of a tax on houses has been allowed by Act IV of 1871, such a tax was collected in this district only for a year or two, and then that tax was withdrawn.

While a house tax is being levied in the Municipalities, such a tax in the Local Fund Circles should also exist. Before the Municipal Act came into operation, there had been a tax on houses for three or four years known as Muthropa payable direct to Government. When that was abolished, it was again taken up by the Municipal and Local Fund Boards in the guise of a house tax. All the people will not be liable to pay a tax either on land or profession; but that on house is universally leviable. When there is reason to believe that a universal good is likely to result from any action, it is also reasonable to levy a universal tax for the same, all the people should pay taxes in common to all. In any district there may be not less than 4,00,000 houses under the Local Fund Board. The census of 1871 returned 3,93,741 houses. Allowing a fourth of the above number for the Temples, Mosques, Churches,

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and unoccupied buildings that may have been included in that, we should still have three hundred thousand houses. We collect 4 Annas tax for a house worth Rs. 100, even calculating each house to pay a Rupee on an average income derivable will be very large. But the owners of houses worth less than Rs. 100, may be exempted from the payment of such tax as is the case here. I mention these facts to show that a house tax may be levied in the Local Fund Circles also. When a house tax is collected from the people of this district, it is necessary to reduce the land tax from two to one anna in the Rupee. The provision in the Local Fund Act that the Tax levied on houses should be spent for elementary education is not proper. It must be provided in the Act, that the money collected in the shape of house tax should be spent by the Board for the same purposes as the land cess are.

The collection of the License Tax from my Municipality is Rs. 3,000 and odd. If the people be taxed according to the true meaning of the Act, we cannot expect this sum. To fix the saving of an individual the Act says, " The money left with a person derived from his art, profession, &c., after defraying his expenditure for the whole year is his saving. To find out the ins and outs of a person's income is a very difficult and impossible task. In spite of all the difficulties, the man does not disclose his true saving. When we begin to force him to say it there suddenly happens a break of union. As I have personal experience of these, the License Tax does not suit the Local Funds. The imposition of the house tax cannot create such a feeling in the minds of the people. This tax was once in force and then it was withdrawn. No doubt the people think that the payment of any tax is a source of grievance, but it must be borne in mind that if the levying of one and all the taxes be found fault with, it is impossible to collect funds for local administration.

Toll is invariably collected in my district. I have not heard of any complaints from the public that such a tax is injurious. In the Wynad Taluk of this District in five or six places tolls are collected. The traffic in this place is extensive. There are many coffee planters and they contribute much to the increase of this traffic. As the toll they pay is included in the profits they derive, the people do not grumble to pay these tolls. In the Municipality of Palghat, there are eight toll collecting places. The people do not complain of this also. Besides this there are Local Fund Toll gates here and there in the Taluk. In addition to these, on account of rivers, Local Fund ferries are instituted in many places. The people hail these with delight, and there is hardly any who feels sorry for it, or who is disgusted at it. But the existence of toll gates near each other is no doubt injurious.

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In places where necessary, the levying of tolls, without incurring the opposition of the people at large, is a good source of income to the Local Fund Boards and there will be no reason for the public to complain.

I do not think it better to allow the registration of animals and carts in the Local Fund Circles. But it is necessary that there must be a provision empowering the Board to register animals, carts, &c. If the Local Fund Board were to have such powers as are now given to the Municipal Board, they may exercise them when necessary.

There is no irrigation work in this district, so I refrain from giving my opinion on that subject. In this district the owners of land do the necessary irrigation work, such as tanks, cherus, &., for themselves.

Now-a-days the putting of bunds across rivers and watering the land has been put into practice. Such work is undertaken by farmers. Many parts of this district are much higher than the level of the rivers. If irrigation work is to be executed at the public expense, then land must be the property of the Government. In this district the land belongs to the Jenmies, so irrigation works cannot be done in their land. Although irrigation works do not concern my district at all, yet in the district where Government undertakes the construction of such works, it is necessary that the Local Fund Boards of those districts should have the power of executing such works. The Local Fund Board may be entrusted with irrigation work in large mining tracts. In places where cultivation is generally carried on by means of irrigation, the Local Fund Board may do the repairs of those works. In that case the necessity for levying a separate tax on land arises. Constructing tanks and taris and repairing the water channels, &c., are acts which will prove highly beneficial to public prosperity.

In this district Act No. XX of 1863, relating to Devastanums, was not brought into operation, because the temples in this district belong to Uralers. The said Act is in force in the district where there are no Uralers, and so it was not brought into operation in this district at the request of the Collector. The affairs of the Devastanums cannot be entrusted to the Municipal and Local Fund Boards to be managed by them. For there are many matters connected with religion in the Devastanums, whose management and supervision cannot be done by the Board. This Board may consist of Hindoos and other sects who do not profess Hinduism. There are many divisions of castes among Hindoos. Some are prohibited from entering the temples. They have no knowledge of religious matters. Such being the case, the Board cannot have the management of such affairs. It is proper to entrust the affairs of Devastanums to the class who have entrance to the temple and who have some knowledge of the Vedas.

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It is necessary that the Local Fund Boards also should have power to examine and fix the weights and measures as that exercised by the Municipal Boards. They should also exercise their authority in preventing the sale of noxious and decayed vegetables which are often brought in the markets.

SECTION V.

In appointing the Chairman of the Board, it would be much better if he were elected by the votes of the members. If the members instead of giving their votes were to ask the Government then the vote of Government is necessary. The President should have special power to execute urgent business, for the execution of which he finds no opportunity to consult the members, and his power to do so should have a limit.

In appointing the officers the consent of the Board should be sought for by the President. The President cannot make such appointments as have not received the consent of the Board. This also should have a limit, as the President cannot discharge his duties properly otherwise.

It is necessary that the Local Boards should have the power of supervision. When they fail to do so the President or Vice-President should have some means to make them do so.

C. SIVARAMA IYER,
Municipal Commissioner
and Local Fund Member,
Malabar Circle.

V.

We the undersigned, after a full consideration, believe that the accompanying scheme would work well in the District of Bellary.

SECTION I.

Taking all matters into consideration, we are of opinion that this District, *viz.*, Bellary, which consists of 8 Taluks, should have 8 Circles subordinate to one Chief Board located in Bellary. In the Subordinate Circles the Board should consist of 15 members each. Ten of these are to be elected by voters in the village Circles. Each Taluk being divided into 10 Circles, each of which would have a certain number of villages. The other five members are to be elected in the Kusbah Town of the Taluk by its voters. These 15 shall have their meeting place in the Kusbah Town and shall have all the executive and administrative powers subject to the control of the Chief or District Board.

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The District Board shall consist of one representative from each Taluk Board, elected and sent by the Members of that Board, and 8 others Members, elected and returned by the District Capital Town of Bellary. All these Boards shall elect their Chairman and Vice-Chairman. All correspondence and work, including discussion in the Taluk Boards or Circles, shall be carried on in the vernacular of the Taluk, and those in the District Board shall be carried on in English.

SECTION II.

We are of opinion that the elective system can be established in its entirety both in the Municipal and Local Fund Boards; all members being elected and none appointed by Government.

The District of Bellary is advanced enough for such a system. Any slight difficulties in the Taluq Circles at the outset may be expected to disappear after a short time.

The following shall be entitled to vote :—

(*a.*) All persons who own house property worth Rupees one-hundred.

(*b.*) All persons who pay not less than Rupees 10 revenue to Government or to the Local and Municipal Funds.

(*c.*) All persons who pay an annual rent not less than 10 Rupees either for house or lands.

(*d.*) All persons who have passed University Examinations which would qualify them for any service under Government.

(*N. B.*) By persons we mean those that have attained the age of majority.

The following persons shall be qualified and eligible for election as members to the Taluq Board.

(*a.*) All persons who own house property worth Rs. 1,000.

(*b.*) All persons who pay not less than Rs. 100 revenue annually to Government, Local or Municipal Funds or altogether.

(*c.*) All persons who pay not less than an annual rent of Rs. 100 for either house or lands.

(*d.*) All persons who have passed any of the University Examinations.

(*e.*) All servants of Government or of Mercantile and persons who draw not less than 50 Rupees a month as salary (Revenue) Judicial, Magisterial and Police servants be made ineligible.)

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(*f*.) All Barristers, Advocates, Vakeels of the High, District and Munsiff Courts.

(*g*.) All certificated Doctors, Apothecaries and Hospital Assistants or certificated Engineers, Supervisors and Overseers, provided they are not servants of Municipal or Local Fund Boards.

The following shall be elegible for membership in the District Board:—

(*a*.) One member duly elected by each of the Taluq Boards.

(*b*.) All persons who own house or other real property valued at 2,000 Rs.

(*c*.) All persons who pay not less than 100 Rs. revenue annually to Government, Local or Municipal Funds, or altogether.

(*d*.) All persons who pay not less than an annual rent of Rs. 200 on houses or lands.

(*e*.) All persons who have graduated in any of the Universities.

(*f*.) All servants of Government or otherwise who draw a monthly salary of not less than 200 Rupees, provided they are not in the Revenue, Judicial, Magisterial or Police Service of Government.

(*g*.) All Doctors, Barristers, Advocates, Vakeels of the High Court and District Courts and graded Inspe ctors of Scoools and Engineers, provided they are not servants of either the Local or Municipal Boards.

Each member elected should serve for three years neither more nor less and must be eligible for re-election.

We should not suggest retirement by rotation.

We approve and endorse the necessity of conferring the distinguished titles of Rai Bahadur and Khan Bahadur on elected members. The supervising of the elections in Taluq Circles and for Taluq Board shall rest with the Taluq Registrars in conjunction with delegates sent from the District Board; and the supervision of the elections in Bellary for the District Board shall rest in the District Registrar assisted by the officer in charge of the Treasury.

SECTION III.

We are of opinion that the Taluq Board shall perform the following functions—

1. Preparing and submitting Budget Estimates of receipts and disbursements to the District Board and submitting estimates and plans.

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2. Carrying out and supervising all the sanctioned works and submitting proper returns and accounts to be audited at the office of the District Boards.

3. And doing all the executive Local Fund work of the Taluq generally.

The District Board shall perform the following functions:—

1. Receiving, examining and sanctioning the Budget Estimates received from the Taluq Boards.

2. District Boards to have full power to allot the moneys as it deemed proper, even to the extent of allotting moneys collected in one Taluq to works in the other.

3. Supervising generally over the working of the Taluq Boards with a power to veto.

4. Corresponding with and furnishing information to Government and its officers on all subjects connected with the Local Fund affairs of the District and the Taluq Boards.

SECTION IV.

We should suggest introducing, in addition to the existing taxes, Octroi duties in Municipal Towns, on sundry articles; being indirect it would not be felt so much in the present state of the country.

We object to the License taxes. They are very unpopular.

The house tax may be allowed to remain in the list of taxes, but shall be had recourse to only when considered absolutely necessary.

We consider introduction of tolls and taxes on carts, &c., in other than Municipal Towns and on large bridges and gates specially and newly constructed at great expence to be highly objectionable. They would give room to much oppression, fraud and embezzlement in their collections.

In addition to the list of purposes for which Local Fund moneys are raised, we should add *the minor irrigation works*, which would include constructions and repairing of tanks and channels, &c. and excavating wells. But suitable allotments for the purpose must be made.

The Local Fund and Municipal Boards being elective and composed of all creeds and nationalities, it would not be advisable that they should have any control over or supervision of Devasthanams, temples, mosques or other religious institutions.

The Boards must be empowerd to inspect markets, prescribe measures, &c.

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SECTION V.

We should exclude, as we have stated, all Revenue, Judicial, Magisterial and Police servants altogether. The present mischief is entirely and solely owing to their domineering spirit. The Boards shall appoint their President and Vice-President; and the Chairman shall always have a casting vote when they are even.

Individual members should have no power invested unless nominated and delegated by the Board for special purposes on special occasions.

SECTION VI.

The Government control must be from without and not from within, and the Governor General is quite right in limiting their interference, and we fully endorse the views expressed by the Viceroy as to the matters in which the Government ought to interfere, and for the Local Government being required to obtain the sanction of the Supreme Government in extreme cases.

The following clauses under para. 10 of the Memorandum would not be necessary.

Nos. 1, 2, 3, 5, 6, 7, 8, 9, 11, 12, 14, 15, 17, 18, 19, 20.

In lieu of No. 2 it may be enacted that Government could suspend any Commissioner, but that the removal must be left in the hands of the Supreme Government.

With reference to No. 6, the Act should once for all contain rules in regard to the purposes for which Municipal funds should be expended. Government is not to interfere unless under acts of Legislation.

In lieu of Clause No. 9. Commissioners be bound to submit a copy of their Budget to Government for information two clear months before the commencement of the official year, and it should have the privilege of suggesting any alterations, but when the Boards do not agree to such alterations, the Supreme Government is to decide and such decision to be final. The audit of accounts is to be done by person or persons to be appointed, who shall receive an honorarium to be fixed by the Board.

The clauses Nos. 1, 2, 4, 5, 6, 7, 8, 9, 11, 12, 14, under para. 11 of the Memorandum would not be necessary.

By the proposals we have made we do not mean that the District Board should be left altogether uncontrolled and arbitrary. Were such allowed, there would be more mischief than good done. The Government and their representative in the District, viz., the Collector, must have full and complete information of the actions and proceedings of the District Board, that they may keep a

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wholesome watch on the working, and yet this should be such as would not clog and interfere with smooth working. This will be amply secured by the proceedings of all the meetings being regularly published in the District Gazette which shall keep the District and Government officers well informed of what is being done.

The plan of the Budget Estimates being submitted to Government for information, good two months before the commencement of the official year, as also the submission of detailed annual report of the whole at its close, would give them ample opportunities of judging as to the quantity and quality of the work. As for "the professional supervision" named in the 3rd para before conclusion, we cannot see what it means. Local Fund Engineers shall be maintained, and as for the quality of the work done by them the Board shall be responsible to get the best out of them.

There is no doubt that when this new system is introduced there would turn up many little things which may not have been anticipated, but at the same time there would be no great difficulty in finding remedies for the same.

There should be no difference whatever as regards the control by Government of Municipal from Local Fund Budgets. One broad principle should rule both, and any little failings that must at the onset appear would soon vanish. Lord Ripon, to whom we, the whole people of India, now owe unbounded and unlimited debt of gratitude, has discussed the whole subject in a most masterly style. It is inconceivable how in so short a time he has been able to see through the exact state of circumstances. Such views as he has expressed, and such large heartedness as he has evinced, and his perfect impartiality, would in olden days of our country have added him in the list of incarnates. All we can now do is to pray for him and for the success of his scheme.

C. SABAPATHY AYAH,
Bar-at-Law,
and Municipal Commissioner.

A. SABAPATHY MODELLY,
Municipal Commisisoner and Local Fund Member,
Bellary Circle.

P. N. DAIVANAYAGAM,
Municipal Commissioner, Bellary.

ALLAM KURRIBASSAPPA,
Member Local Fund,
Circle Bellary.

TINDIGI SIDDAPPA,
Member Local Fund,
Circle Bellary.

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VI.

SECTION I.

The District of Malabar comprises nine Taluqs in all, excluding Cochin. Three of these are under the jurisdiction of the Sub-Collector, and form at present the range of one Local Fund Board. The other six, presided over, one by the Collector, two by the Head Assistant, two by the Special Assistant, and one by an Uncovenanted Deputy Collector, form the jurisdiction of another Local Fund Board. Thus there are at present two Local Fund Boards in this district. I would propose for the present only as many Boards as there are divisions. These Boards should be constituted carefully with the best materials possible, so that the members thereof may be capable of taking upon themselves the task of self-government aimed at by the India Government and tried for some time before any addition is made.

The Board for Wynad may be composed of European non-officials and natives, as the former class have large interests involved in the Taluq, and the experiment tried how such a mixed body is capable of working harmoniously together.

I admit the desirability of having a large number of Boards, if possible, with a view of bringing in more local knowledge to bear upon their working, and of also training up a larger number of men in the task of self-government. Increased number of Boards necessarily implies increased establishment, as each Board must have for itself a separate office, staff and a separate set of Sanitary, Educational and Engineering Establishment. This will, I fear, unnecessarily increase the cost of working without corresponding benefit. Moreover it seems to me to be a matter of doubt, whether sufficient number of independent and intelligent men capable of taking real, earnest interest in their duties, will be available in the interior of districts, if the range of Boards should be contracted further and their number increased. In some of the districts advanced in civilization, perhaps, the number of Boards may be increased so as to correspond with the number of Taluqs, but as a rule it would be advisable to stick up to the present number of divisions and their ranges, till the experiment proves a success and then they may be gradually increased. When these Boards had been in existence for some time, provided they are properly formed, there will gradually be formed a class of men available in different Taluqs well versed in the task of self-government and capable, in consequence, of presiding and taking the lead in institutions of the kind when left to themselves. It is then and then only that under their presidentship, we can hope to increase the number of Boards and to train up a larger number of men in managing their own affairs. Too much attempted in this direction at present may only end in failure.

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Sub-Registrar's ranges will be too small an area at any time for the working of a Board. Moreover the Registration Department is in a state of infancy and is growing yearly. In consequence new offices are being opened every year by splitting up the old ranges, and in some places where experimental offices have proved failures, they are abolished. Hence Sub-Registrar's ranges are not permanent. A Taluq might in time form a proper range for a Local Fund Board.

The adoption of the vernacular language in preference to English is highly essential for the attainment of the object contemplated in the proposed arrangements for the formation of Boards. It is the agricultural class that require the training in self-government most, forming as they do the bulk of the population. They are for the most part unacquainted with English, and if the proceedings of the Boards should be carried on in English, there will be very little improvement upon the existing state of things, however nicely the rules providing for the interpretation of what goes on in the meeting and of the Proceedings being translated in the vernacular afterwards, may appear on paper. The chief cause of defect in the working of the present Local Fund and Municipal Boards is the adoption of English in lieu of the vernacular in transacting the business of the meeting. Ask a wealthy landholder who has attended the meeting of the Local Fund Board as a member especially, when the President happens to be a European, what transpired in the meeting; you will hardly find one in ten able to tell you what subjects were discussed and how each was disposed of. It is a sad pity to see how some attend the meeting sitting all the while very uneasily and anxiously thinking when the meeting would come to a close so that they may go out freely. This is simply because they are not able or are not allowed to partake in the debates, and are at the same time compelled to appear as if they know all, and approve of each resolution passed at the meeting. In the majority of cases this utter ignorance of what they are supposed to be fully aware is not due to want of intelligence on their part. Explain to them fully what is going on and patiently hear what they have to say, you would find them able enough to give you practical opinions decidedly advantageous to their fellow citizens. Some of the European officers that generally preside at the Local Fund meetings are so impatient as not to have the question freely discussed by all the members, and are generally previously prepared with what is to be done, that they often go on writing the resolutions without the members knowing any thing about what is written. Even the English knowing members are often ignorant of what resolutions are passed at the time. As it is intended now to reduce to a minimum the influence of Government officers over the Proceedings of the Board, it will be but a right step in furthering the object to introduce

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vernacular language for the business of the meeting also. For the behoof of those members that may attend the meeting who are ignorant of the vernacular, the proceedings may be translated into English just as they are now translated into the vernacular.

SECTION II.

Constitution of the Boards.

I am of opinion that the system of election should be introduced at once in all the Municipalities as well as in all the Local Fund Boards to be newly organized, under the resolution of the Government of India. It is only by repeated trials and experience gained in consequence, that the public can and will become accustomed to the system. As the system will, however, be new for the most part, I would propose that one-third only of the members forming a Local Fund Board should be chosen by election. In Municipalities, however, one half may be so chosen. After some time when the system becomes well known and the public used to it, the proportion may be gradually raised till eventually all the non-official members are left to be selected by election only. I do not deem it expedient at any time and anywhere to have the official class chosen by election. Their influence over the public is great, and they will invariably be chosen in preference to non-officials, even though they should not bring to bear any direct influence upon the voters. It would be better to have the official portion of the Board nominated by Government. The selections can be so made as to meet the requirements of each district best.

The other non-official members that are to form the Board, besides those to be elected, should also be nominated by Government for the present. This is essential to render the Board efficient, even though election should not prove as successful as could be wished. Thus each Local Fund Board in according to any view should consist of Government officials not forming more than one-third of the whole body, non-officials not less than one-third to be chosen by election, and the others of the same class not more than one-third to be nominated by Government. With a body like this, I should think that failures will be very rare. In Municipalities as above stated one-half of the members are to be chosen by election and the other half may consist of Government officials and non-official class nominated by Government. The proportion of official class should in these also be kept below one-third. In towns the influence of official class will be less felt than in the interior of districts, and their inclusion in the Board is not likely to hamper so much its freedom.

Qualifications of an Elector.

The next point to be considered is how are the members to be elected and by whom. As regards the agricultural portion

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of the community, the qualification referred to in the Memorandum, viz., payment of 10 Rupees assessment to Government, may well do. It will bring in all persons capable of using any discretion and of voting properly, excluding at the same time the ignorant lowest class of the population. The artizan class should necessarily have the privilege of voting also. Rather than make their qualification depend on the payment of the license tax as proposed in the Memorandum, I would suggest that every person not paying revenue to Government who owns a house of certain value, say 200 Rupees, be declared eligible to vote. The qualifications requisite to confer on one the privilege to vote, will thus be either the payment of assessment Rs. 10 to Government or owning a house of certain value. I believe more or less all persons capable of voting may be brought under either of these two classes. In Municipalities of course, a house register is kept whence the list of persons qualified to vote can be easily prepared. I would suggest the same being done in Local Fund Boards also. When many Boards spring up into existence, in order that there may be ample scope for their working, they should be in possession of sufficient funds. The present Local Fund Act provides for the levy of a house tax in addition to the road cess and tolls. In some other part of the Memorandum, it is suggested whether tolls may not be done away with, and a fee on carts and draught animals can be substituted in their stead. I would propose in preference to both, the levy of a moderate house tax in the several Boards. The register prepared for the purpose may be utilized for the purpose of preparing the list of voters also.

In the case of Zemindaries, either of the same two qualifications mentioned above may be held to confer on one the right of voting. The rent payable to the Zemindar, provided it is Rs. 10, may be taken as one test and the house test can also be easily applied. In the case of holders of under-tenures and ryots similarly, these same qualifications may equally apply. Instead of the rent payable by the tenant to the landlord, I would suggest the assessment payable to Government, whether by the landlord or the tenant, on the property held by the tenant, be taken as the criterion. There should, as far as possible, be uniformity in the principle of selection of voters, and to me no other test seems to be so simple as the two I have mentioned above.

Mode of Election.

I should think that election by simple vote is the best system possible at present in the Local Fund Boards and in Municipalities. Taking first the Local Fund Boards, before forming the Boards under the resolution, the Government officials and non-officials to be nominated by Government should be appointed before election proceedings are commenced, so that the voters may know who are available to be elected. The non-officials so nomi-

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nated should be taken as far as possible from the different portions of the Circle, so that there may be one in each election division which is described below. Granting that this is done, how many members should be elected to complete the Board can be easily decided on. This number should be apportioned rateably amongst the several taluks comprised in the' range of the Board, and the Taluk be divided again into as many convenient election divisions as the number of members it has to send up. Thus each elected member will represent one division of the Taluk, and it is to him that the constituents of the division will have to look to, for representing their interests and needs in the Board in conjunction with the member nominated by Government, if any, residing in their division.

Details of Election and Rules therefor.

A Committee consisting of one Government official and two or more of the nominated members, with power to increase their number, may be formed for each Taluk with a view to supervise the election proceedings of that Taluk. The Government officer who is to be included in this Committee may be a Sub-Registrar or any other, not being a Revenue or Magisterial officer. It is to this Committee that the details of election should be left. Prior to election, of course, it is to be supposed that the list of voters in each village is prepared by the village officials and approved by the divisional officer. This list being furnished to the Committee, the voters in each division should be called on to attend the meeting of the Committee which is to be held again in a convenient place in the election division and their votes be taken. In the commencement, the assistance of Taluk Revenue officers and of Village officials, may be necessary in persuading the voters to attend the meeting, but eventually it is to be hoped that they will become used to it and take interest in election themselves. If any election division should be large, the Committee may arrange to sit in two places in each division. It is not necessary that the same Government officer should join the non-official members for all the divisions. Thus the election proceedings may under this plan be completed for a taluk in about a week, or so.

In Municipalities, election can be by simple votes, a Member being elected for each recognized division. It does not seem expedient to confer on any the privilege of cumulative votes. If Zemindars by reason of their contributing largely to the revenue of the Local Fund Boards are to be allowed cumulative votes, there is no reason why others, not Zemindars, who also pay a large assessment, should not have them. This privilege, once granted, will lead to considerable confusion and invidious distinction which is not certainly desirable. The Local Government may reserve to itself, if necessary, the power to confer as a mark of honor on any particular individual, the privilege of cumulative

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votes, and that should be for valuable service rendered in the furtherance of the working of the Board. There is no objection to persons of educational qualifications being allowed to vote, but I believe there will be hardly any of that class (unless he should happen to be a minor member of a family) who does not possess the qualifications abovementioned for an elector. If such there be, it may be laid down that a Matriculate above 25 years or so, provided he is on receipt of a monthly income of 10 Rs. may have the right to give his votes for election.

Number of Members in the Board.

The least number of members to constitute a Board should be 15 and the highest 30. The number of members in a Board may be made to depend on the size of the area over which the Board has to exercise its control, so that there may be at least three members to be elected in each Taluk. The election, as I have stated before, should be for one member to represent a particular division of the Taluk. It is then and then only that the local interests will be best represented. There is no use of allowing the voters of one division to vote for the other members also supposed to represent the other portions of the taluk.

Qualification to be a Member.

This should be fixed at a high standard. What they are to be, must depend a good deal on the circumstances of each district. It may not be too much to require the payment of 100 Rs. assessment, or an income of 100 Rs. a month, to render one eligible to be a member. Educational qualification in itself should not be considered sufficient for membership, but if one who is a graduate, be on receipt of 40 Rs. monthly income, he may also be declared eligible to be a member. Residence in the Taluk or division which one is supposed to represent, must be made an essential condition also. This may not be necessary, however, in the case of Government officers. Magistrates and Revenue officers should not be declared expressly to be ineligible to serve as members in my opinion. In all places where the Boards may be able to get on without their help and intereference, they may be allowed to do so; but in other places where their inclusion is desirable, they should be taken in.

According to my proposal, all Government officers are not to be elected, and the Local Government therefore may, on taking the best advice possible, use its discretion as regards these officers being included or not, in the Board of a particular place.

The proportion of official members should not be more than one-third of the whole body as above mentioned, but it may be less in some districts.

An elected as well as nominated non-official member may be allowed to serve for three years. A shorter period than this is

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not sufficient to bring about in them the training aimed at. A portion of the non-official members not exceeding one-third may be made to retire yearly with the view of infusing new vigour in the body and of causing election to recur at frequent intervals. There may be difficulty in deciding who are to retire for the first two years after the formation of the Board. This should be arranged somehow. Perhaps it may be decided by casting lots.

The Committee which I have proposed above, consisting of one Government officer and two or more nominated members, should superintend the election proceedings. The Government officer may be the Sub-Registrar wherever possible, and his services will be useful in every way as being an intelligent person with good education generally, and also as possessing at the same time, by virtue of his position, considerable acquaintance with those that may have to come before him. In Districts like Malabar, Tanjore, and Tinnevelly, where there are more than one Sub-Registrar in each Taluk, one Sub-Registrar may be available for each election division. But in places where there are not so many officers of the Registration Department, other departmental officers not belonging to the Revenue, Police or Magisterial may be utilized for the purpose.

The Committee, constituted as I have proposed, is to consist mainly of non-official members, and the official element cannot altogether be excluded for some time to come.

SECTION III.

For the purposes referred to in this Section, I would suggest the formation of a District Board consisting of

1. The Chief Revenue Officer.
2. The Chief Medical Officer.
3. The Chief Educational Officer.
4. The Chief D. P. W. Officer.
5. The Chief Native Judicial Officer.
6. District Registrar.
7. Two delegates to be chosen annually by each Local Board in the District.
8. One from each Municipality in the District similarly chosen,

and in addition to these, persons of the non-official class whom the Government may choose to nominate.

The Governor-General has deemed it necessary to lay down that Collectors should not, as a rule, be the Presidents of any Board, and where their appointment is necessary they should not vote in the meeting. The same restriction may be laid as regards the 2nd, 3rd and 4th officers named in the above

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list. Their inclusion in the Board, however, is necessary, both with the view of giving dignity to the body and of securing for the advantage of the Board, the opinions of the best professional men in important and difficult points. The Chairman for the Central Board should, as it seems to me, be appointed for the present by the Local Government itself; the best person available in the head quarters being selected for the purpose. The Chairman of the Head Quarter Board may be also the Chairman for the Central Board, if he is fit, in the opinion of the Local Government. This Board is to sit periodically, say, once in three months at the head quarters, for the purpose of discussing general questions of importance and of superintending generally the proceedings of the Local Boards. The Local Boards may be required to send copies of their resolutions to the Chairman of this Central Board and to the Collector of the District.

The delegate to be sent by the Local Boards to the Central Boards may be elected once for every year, so that all the members may have occasion to be present at the Central Board in turn and see how proceedings are there conducted.

The control of this Central Board over the Local Boards may extend to the following matters:—

(1.) To suggest to Government the persons that may be appointed by them in case of vacancy in the Local Boards, taking of course previously the opinion of the Local Board in which there may be vacancies.

N. B.—This power is necessary to secure the efficiency of Local Boards. The Government must be informed by some person or other of the best persons available to serve in the Local Boards, and in the absence of the Central Board this can be done by the Local Boards themselves or by the Collector. In the case of the latter, he will have to depend mainly on the opinions of his subordinates, which may not always be sound. If the Boards themselves are to nominate, there may also arise party-feelings and schisms. To avoid all this, I propose that this power should be vested in the Central Board.

(2.) To discuss on the Budgets of the various Local Boards and to submit them to Government with their remarks for their approval.

(3.) To point out to the various Local Boards any useful works they may undertake or any irregularities in their proceedings. If the Local Boards do not agree, the difference of opinion should only be adjusted by the Local Government.

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(4.) To suggest apportionments of expenditure to be borne by the various Local Boards in case of works of common utility.

(5.) And generally to be the medium of representation to Government of all that should be done in the various Local Boards.

The power of allotting money collected in one Circle for the purpose of another, should, as it seems to me, be vested in Government only and not in the Central Boards, such deviation of the funds should be very rarely made.

SECTION IV.

Rates and Taxes.

In Municipalities I would propose the abolition of the tax on Arts and Professions and of Tolls.

In the first place the Schedule in the Municipal Act regulating the scale of the tax on arts and professions is very ill-framed, and brings about a good deal of inequalities and heart-burnings. Secondly, it does not seem desirable that any restraint should be put upon the full development of the various industries by taxing them arbitrarily. I say, arbitrarily, for under the present schedule, however careful the Commissioners may wish to be, in fixing the tax under this head, for want of any certain test, the amount has in many cases to be decided on at random. This I speak from my own experience. Of all the taxes levied now in Municipalities, this gives the greatest trouble and causes the greatest dissatisfaction.

The second tax to be done away with is "Tolls" on carts, carriages and animals entering Municipal limits. The principle underlying the levy of this tax is, I believe, that the Commissioners of a Municipality should be reimbursed the expenses incurred by them in maintaining the roads with their Municipality for the use of the outsiders and spoiled by the heavy carts and animals from outside passing through them. The tolls realized in a Municipality on the same principle are apportioned in proportion to be decided on in each case by the Local Government between the adjoining Local Fund Board and the Municipality; for the carts and carriages from the Municipality use similarly the roads maintained by the Local Fund Boards. It is now in contemplation to increase the number of Local Fund Boards, and in consequence the levy of tolls in the Local Fund Circles would certainly prove oppressive. When they are abolished thus in Local Fund Circles, their levy in Municipalities will be invidious. The abolition of the two taxes will affect the income of Municipalities to a certain extent. They have now been relieved of the Police charges, and I

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believe, therefore, the other sources of income, if properly developed, will be sufficient to meet all the proper demands.

In the Local Fund Circles I would propose the abolition of tolls, and the imposition of a moderate house tax. If houses below certain value, so that the poor may not be affected by the tax, be exempted from taxation, the levy of this tax is not likely to press hard on the people and to render the Board unpopular. The tax will be well distributed, and each man within the Circle of a Board who has means will be made to contribute to the Funds of the Board. It will also bring in ample funds to give wide scope to the working of the various Boards. The levy of any tax like the License tax is not desirable. Even when levied by Government and supervised by Government officers, it has not been found to work well. Much less will it be if the Boards aim at any such thing. It is not desirable to levy any fee for the registration of carts and draught animals, and it is objectionable on principle. Land owners already pay the Road Cess for the maintenance of roads, and the carts and other animals proposed to be taxed on, are mainly used only in carrying the agricultural produce to markets and place of sale. In this way it will prove double tax though indirectly upon the same class of persons for one and the same purpose.

The Minor irrigation works may, as suggested in the memorandum, be taken by the Local Boards, though I am not in a position to lay down any definite rules therefor. I think it also desirable to vest the Local Boards and Municipalities with the superintendence of Devastanums. It is presumed that the Boards will be constituted of the best men available in each Circle, and if these are not able to manage their own Religious and Charitable Institutions, much less will they be able to do any thing useful in the other branches also. The fact of the Boards being constituted of members of various religious sects, instead of proving an obstacle will, in my opinion, only facilitate the working and bring about efficiency in supervision. There will not be much scope for party feelings and disputes. The indirect interference of Government that may be brought to bear thus on the management of the Devastanums will prove a boon to the country.

The present system is far from being satisfactory on various grounds. The members that now constitute the Committee under Act XX of 1863, are not generally the best men available to be entrusted with the responsible duties. When the management of Devastanums was given over by the Board in 1863 to the Committee appointed under the said Act, the members thereof were nominated by Government entirely and the public had no voice in their selection. The Government withdrew their connection altogether at once without vesting in the substituted Committee the requisite powers to carry out their control efficiently. The

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Collector merely furnished them with a list of the Devastanums that were to be under their control. When they called on the trustees to render accounts, &c., some denied their subordination to the Committee and claimed the endowments to be their Adhinams. The Committee had not the power to bring such refractory trustees to subordination. The only course left for them was to seek redress in Law Courts on payment of a full institution fee as an ordinary suitor. Thus in the very beginning a considerable portion of the really religious and charitable endowments did not come under their control.

In course of time, by reason of defective authority, they have had to lose still further. When a trustee is found guilty of mismanagement, embezzlement, or is incompetent, the Act provides no doubt for his dismissal by the Committee and the appointment of another,—but what is the power vested in the Committeee to carry out their order? In fact, nothing. The newly appointed trustee is required to go to Court of law when the dismissed trustee declines to give over possession bearing the whole brunt himself. The dismissed trustee generally prefers trying his chance in a law Court to yielding possession quietly. Again the Courts of law add to all these difficulties by their own technicalities. Suits, it would appear, have been dismissed in some places, on the sole ground that all the members forming the Committee were not included as plaintiffs. It is no wonder therefore that the Committees framed under Act XX of 1863, labouring as they do under so many difficulties, have not been able to exercise their control efficiently.

There is no reason why the Devastanum Committees should not be treated in a level with the Panchayats, constituted under Regulation V of 1816, whose decisions are summarily enforced without payment of full institution fee. If orders passed by the Devastanum Committee can be similarly enforced, their control will certainly be more efficient. The person aggrieved by the order may, if he likes, be made to go to Court of law to seek his redress, or be allowed an opportunity during the summary enforcement to show that the order is illegal. With some such modification of the powers now vested in the Devastanum Committees, and with some further provision for compelling the trustees to submit their accounts and for their being scrutinized properly, I am of opinion that the transfer of Devastanum to Local Boards will be productive of real good. Under their strict supervision and control, large savings are likely to accrue which may be utilized in the repairing of old temples and preserving the ancient architectural remains of the country.

So far as Malabar is concerned, however, I may add that there are no Committees formed under Act XX of 1863. When the Act came into force the Local Executive officers seem to have

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held that it was inapplicable to this District, and thus the Jenmies and Kovilagoms are now in charge of the religious endowments. There are also certain corporations, or Sabha Yogams as they are called, for the management of religious and charitable institutions. These corporations enter into a registered covenant to co-operate in management and appoint one or two of the members as the representatives of the rest.

SECTION V.

I am of opinion that the Local Boards in this District may be permitted to elect their own Chairmen, subject to a veto by Government. The Central Board, whose formation I have proposed in Section 3, should have at the same time the power of offering its opinion on the fitness of the Chairman so elected, and of advising Government who else may be appointed if it differs from the Local Fund Boards. The Government may then use its discretion in the matter.

The Chairman by virtue of his very position should necessarily have some powers vested in him to enable him to act in emergencies independently of the Board. The amount which he can spend without the previous sanction of the Board may be restricted to a certain sum, and he may also be required to obtain the sanction of the Board for the expenditure at its next meeting.

The Chairman, as he will have to be the chief executive member of the Board, must have vested in him the power of appointing officers to carry on Local Fund duties. The interference of the other members in this matter is likely to put him in rather an awkward position on some occasions. There must be at the same time some check against the Chairman in introducing his own men who are perhaps not efficient and whose appointment in consequence may prove prejudicial to the interests of the Board. If it be provided that an officer so appointed is capable of being removed from office on the joint representation of not less than two-thirds of the members of the Board, it will answer the purpose well. Unless the officer whose dismissal is suggested be extremely inefficient or corrupt, it is not probable that such a large proportion of the members would join together to propose the cancellation of an appointment made by their Chairman. He will also have the salutary check on him against indiscriminate appointments in the fear that if he should bring in persons without regard to their fitness and qualifications, the appointment made by him may be cancelled to his discredit by the other members. It will certainly be a good plan to vest each Local Board member with power to supervise the Local Fund works for the area which he represents, for it is then that he will feel real interest in the discharge of his duties. To render his supervision effectual, he

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may be permitted to appoint himself the subordinate officers whose appointments may be temporarily necessary for the due execution of any work and to report the same to the Chairman of the Board for his approval only. He may also be empowered to recommend to the Chairman for any officer appointed by him being fined or suspended on account of dereliction of duty.

If any work to be carried out within the division of one member should be of more than ordinary importance, the Board may be empowered to appoint a Committee formed of the representative member or members of that division, and a few other respectable men therein who are not members, and who at the same time are interested in the execution of the work. Such a course will be both a safeguard against the imputation of any dishonesty on the part of the member superintending the work if he should be single, and also inspire the public with more confidence in the actions of the Board. It will also be a means of making persons who though not in the Board at the time, may yet be selected afterwards, take interest in the proceedings of the Board, and be trained beforehand in the nature of the duties they may have to perform.

SECTION VI.

It seems sufficient for all practical purposes if the powers of the Local Boards over Local Funds be assimilated to those now vested in Municipal Commissioners over Municipal Funds. They may be required to submit Budgets for the sanction of Government as the Municipal Commissioners do, and when they are sanctioned they might be allowed same latitude to modify the allotments without further reference. The Local Boards are now to apply their funds on five principal objects, viz.:—

1. The construction and maintenance of buildings, roads and other communications.
2. Education.
3. Medical relief.
4. Vaccination.
5. Sanitation of towns and villages.

To these I have proposed above to add

6. Minor irrigation works.

The first and sixth of these objects require the supervision of D. P. W. Officers, the second of Educational, and the other three of Medical and Sanitary.

The supervision exercised at present by the Medical and Sanitary Officers do not seem to me to encroach much upon the rights of the Local Fund Boards. Purely professional matter must necessarily be left to the Surgeon-General as at present and the periodical inspection of Local Fund Dispensaries by

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the Surgeon-General and Sanitary Commissioner is essential. In the selection of men to be placed in charge of the Dispensaries, the Board however, as it seems to me, should have more power. Under the present arrangement, new and raw youths are often introduced, the old men transferred away without, in the least consulting the Members of the Board who are supposed to have control over the institution and they are obliged to accept any person that is given them by the Surgeon-General. The Surgeon-General may have the power of appointment and removal as heretofore, but he should be made to consult the wishes of the Board before either appointing a new man or transferring the old and due deference should be paid to their wishes. Similarly, the Inspectors of Vaccination also should be more directly under the control of the Boards than they are at present. Their appointments may rest with the Boards themselves as those of the vaccinators are.

In the Educational Branch of administration, the members of the Board should have for themselves the power of appointing all teachers, but the inspecting staff may, as at present, be under the orders of the Government Educational Department, and to their remarks on the state of any school and the fitness of teachers, the Board may be required to pay due regard.

In the P. W. Department, each Board may be allowed to have its own Overseer. The works to be undertaken by them generally are likely to be of ordinary nature only, not requiring much professional skill. Such work with their own staff of officers, the members of the Board themselves may be expected to supervise. In cases of works of importance, the Government officers may be called on to superintend, they being paid for the service rendered in the manner decided by Government. What works to be viewed so important as to require the supervision of Government officers, may be left to be decided either by the Central Board or by Government.

Generally speaking, the best way of adjusting the relations between the Local Fund Boards and the heads of the several Departments, will be by vesting in the former absolute power over the subordinate executive agency and reserving in the latter, control over the inspecting agency only. If their relations to each other be regulated on this principle, both the ends aimed at can well be achievd.

The elaborate machinery described in the Circle as existing at present to audit the accounts of Local Boards does not seem to be wholly necessary. On this point however I am not in a position to lay down precisely what should be the sort of check exercised, as a thorough knowledge of the details of accounts is necessary for that purpose. It seems to me, however, that there is a good deal of difference between the Municipal and Local Fund accounts. In the one case, the Commissioners themselves

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have the power of collecting the taxes, &c., and of spending the amount so collected. Thus they have both the receipt and disbursement side of their funds under their own control. In the Local Fund Boards, the duty of collecting rests with the Collector, and I presume should so remain even under the proposed scheme. Thus all that the Local Fund Boards are expected to do is, given certain funds or certain sources of income, to utilize the amount in the best manner possible. Thus the receipt side of the account has to be with the Collector and the Boards can keep the disbursement side only. The funds over which the Local Boards have control are by far greater than those at the disposal of the Municipalities and branches of expenditure are of multifarious nature. In Municipalities the President appoints the auditors, and they are generally able to finish the scrutiny in a short time. I doubt whether this can be done with the Local Fund accounts. The auditors appointed to examine them should be deputed by the Accountant-General himself, and they should be able to go through the accounts of the various Boards within a reasonable time after the closing of the year. This does not seem possible.

A regular establishment seems therefore to be necessary to check the Local Fund Accounts. It may be attached to the Accountant-General's Office wholly or partly with the Central Boards and partly with the Accountant-General.

The general proviso proposed to be inserted in the Act that the Boards should submit such statistics which the Local Government may call for, will be binding on the Local Boards. The nature and particulars of the returns to be submitted can be fixed on by Government according to circumstances.

V. RAJAGOPALACHARIAR,
Registrar, Calicut.

VII.

SECTION I.

The first question is about the limits of a primary Board. Its area must be co-extensive with the magisterial jurisdiction of the principal and the deputy Tahsildars. An exception may be made in thinly peopled tracts by constituting a Taluq as its sphere of action. Any larger area will fail to secure local knowledge and interest. The existence of communications, road, railway, or canal, is urged sometimes as a reason for having as few Boards as possible. They may indeed facilitate the acquirement of local knowledge but not of interest. I think, however, that the existing communications are not considerable enough even for the

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first end. No District in this Presidency, excepting Chingleput, Tanjore and Trichinopoly, can boast of more than a single line through it, and that in very many cases in a most inconvenient manner. Even in these Districts the Railway runs only through some of the Taluqs. Local interest is the more important of the two, and this must remain unaffected by communications. It is therefore desirable that the area should be as restricted as possible.

We have to see whether such an area will contain a sufficient number of intelligent men, capable of serving on the Boards. It is truly observed in para. 2 of the Memorandum that the duties with which the Local Committees will be entrusted will relate to matters which are not far removed from their every day experience, and as the case is so, I do not think there is any reason to despair of finding enough of intelligent men in a division of the Taluq. The difficulty is not to find a number of them, but in making them interested in the conduct of the affairs intended to be entrusted to their care.

* * * *

The provisions of the present Municipal and Local Fund Acts are much to blame for the apathy of the people. They allow no liberty of action to the members, and they are therefore incapable of doing anything which the people can appreciate. Where one member is not capable of more good or evil than another, there is no necessity for choice, and the people cannot but be indifferent to the issue of an election. I do not think that the area of a Local Board should be extended simply on account of the funds not being large. As the Government propose to hand over the Pound and Ferry funds and also to make allotments from the Provincial revenues, a division of a Taluq may be expected to spend in a year about 10,000 Rs.

It at first seemed to me that the increase in the number of Boards will require greater expenditure on establishments. For instance, each Board will require at least one or two clerks, and a similar number of peons, whether the area consisted of two or three Taluqs or only of half a Taluq. After a careful consideration, I have, however, come to the conclusion that the increased expenditure on establishments can be utilized in other ways. These clerks and peons may be employed in the intervals of meetings in looking after the local works, and the sanitation of the villages in the neighbourhood of the head quarters.

There will be no difficulty in applying these principles to the Tanjore District. The range of any other than a Revenue or Magisterial officer will not be suitable. The proceedings must be conducted in the language of the locality to which the Boards belong.

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SECTION II.

I have already given my reasons for thinking that the art of self-government is not peculiar to any highly intelligent class. It is best learnt by the exercise of the privilege of election. If the members are nominated, they will not be under the control of the people, and consequently not obliged by interest to enlighten them on their affairs. If any duty of this kind should be imposed upon them by law, it is likely to remain a dead letter. Ignorance of the doings will generate indifference to them. supposing, however, that the people can know every thing going on in the Board, it is one thing to have the power of removing a corrupt or inefficient member, and another thing to have to prove corruption and inefficiency to have him removed. For these reasons election should be the rule, and nomination a very rare exception. The Government of India themselves desire that it should be so. As the Government propose, very properly, I would submit to retain such powers as would enable them to compel the Boards to do their duty. It would be undesirable to adopt the system of nomination in the first instance. It can be resorted to whenever and wherever the other system is not or cannot be taken advantage of. Some difficulty may be felt in the case of large Zemindaries in finding officers for conducting the elections, but the Police and the Magistracy together with the Village Munsiffs and Curnums will be found able to manage them.

I cannot claim to be acquainted with the whole of this District (Tanjore), but from what I learn, the whole of it is capable of enjoying the privilege.

It is of utmost importance that the attempt about to be made in the direction of local self-government should become a success, in as much as it is not likely to be repeated by a less generous Viceroy, and its failure will damp the spirit of those high-minded Englishmen who are spontaneously solicitous for our welfare. Success depends upon two conditions: that the people generally sympathise with the aims of the Boards, and that the benefit arising therefrom are not counterbalanced by an equal or greater amount of evil. The people are not capable of subjecting themselves to voluntary annoyance for the sake of theoretical advantages, and it is indifference to these only that can be or could ever have been laid to their charge. The scheme should be productive of practical good and avoid all avoidable inconvenience. To answer the latter requisition, it would be necessary not to make the people go to a distance for exercising or appreciating the privilege. The benefit to the individual elector will hardly appear sufficient for compensating the trouble of travelling ten miles on a fixed day and public spirit is out of question. Any amount of tenderness will not be misplaced in the beginning of momentous undertakings, and when their use is widely known, it will be time to

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impose risks of any kind. I will therefore propose that each village or a small group consisting of not more than five villages be allowed to elect a head. The village is and has ever been the administrative unit for all purposes. The interest of one village are separate from the rest, and more than one have never been in the habit of acting together. The inhabitants of one village may not be acquainted with the inhabitants of another unless they are neighbours, and they will therefore be at a loss to elect a fit man from any other village than their own.

Where the candidate is not known there is not inducement for making a choice, and any choice made under such circumstances will not end in any practical good. But the headmen of villages may be or may easily become acquainted with all important persons in about twenty villages near about. It will therefore be preferable to make the choice of a Local Board Member depend upon the choice of the heads of villages, the election of the latter depending upon the choice of the village people.

This election of the village head becomes important in another point of view. Collectors now and then propose the extension of the Municipal Act to all big villages. The letter of Mr. Price, Collector of the Chingleput District, on this subject, may be in the recollection of many. Along with the present subject will therefore have to be considered the extension of sanitation, &c., to all important villages if not to all villages. A Village Munsif-nominated by Government is not likely to do this duty well under the management of the Local Board, and the alternative to an imperfect supervision is to appoint a separate person and to pay him for it. This will entail large additional expense which can otherwise be dispensed with. One elected by the villagers may be expected to identify his interests with the villagers, but a man appointed by the Board will have in his turn to be looked after.

Another consideration in favour of the headman's selection by the villages or at least by the Local Board presents itself in the fact that he will have, in future, to be more under the control of the Board than of Government. The Government of India propose handing over to them the assessing of the Imperial License tax, the charge of pounds and ferries and other similar duties, and it would be impossible to carry on these duties without the co-operation of the Munsif. He does nothing now for which he is paid except receiving the money that may be brought to him. His Civil and Criminal works are insignificant, and if he takes to such things it must be under the healthy influence of the elective principle which will enable people to repose great confidence in him. The consequence of leaving him in the hands of the Tahsildar is to lower him in their eyes as he is generally subjected to a torrent of abuse, whenever he pays the Tahsildar a visit, for not

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doing that which he has no power to do, viz., the collection of the village revenue. His Civil or Criminal work is beyond the Tahsildar's care. If the right of choosing a village head cannot be conceded, arrangements will have to be made to conduct the elections in every village and not to compel the people to walk a long distance for the purpose.

As regards the qualifications of electors, one vote for the payment of every 10 Rupees revenue would be perfectly a just arrangement. In this country the holdings are generally very small under the operation of the Hindu Law rule of equal division among the sons, and therefore if any evil is to be apprehended it is not from the influence of large land-holders but from the combination of the small. If the vote is the same for all proprietors, it will leave the balance of advantage with the minor proprietors and such a disturbance of the equilibrium among the chief agricultural classes will be very mischievous. However there is no objection to a limit being fixed to the number of votes, a man may give say 10 or 15. The qualification for a vote may also be increased in all cases of accumulation by fixing it at 20 Rupees instead of at 10 Rupees after the first 10 Rupees. These rules may be made applicable to all land-holders including Zemindars, Inamdars and Puttadars under them.

The rules for under-tenants must however be different. The margin of profit of a farmer is about 20 percent of the rent paid by him whereas the landholder's may be estimated to equal the Government demand. According to this test his qualification will have to be fixed five times as high as that of a land-holder, but considering that such a high limit would exclude a very large number, a portion of whom it may be well to associate in the administration of the Local Funds, the limit in their case may be fixed at 25 Rupees of rent. In many cases however there will be difficulty in determining whether an under-tenant has this qualification as the payment will very often be in kind. To obviate this difficulty, the owning of three ploughs may be considered equivalent to a rent of 25 Rupees. The qualification of a Puttadar under a Zemindar or Inamdar paying the rent in kind may in a similar manner consist of a holding cultivable by one plough.

Artizans may very well be left out of account except in towns small or big. Their social position in a village is not distinguishable from an ordinary labourer, and it is not possible to find a qualification within which we can bring them. If there are substantial persons among them they will be found to hold lands or be engaged in commerce and a separate arrangement will, therefore be unnecessary.

Traders and contractors, among the former of whom must be included manufacturers, may be allowed a vote for every 500 Rupees of invested capital or 100 Rupees of annual profits. A

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majority of the rural traders and contractors will be found to pay no tax Imperial or Municipal.

Besides these, all University Matriculates may be allowed a vote; so also those that are Government servants receiving a pay of 20 Rupees or upwards.

Persons entitled to vote in different capacities may be allowed the benefit of accumulation, subject to the maximum limit already mentioned.

As regards the mode of election, I think, the area of a Board should be divided into as many parts as there are members to be elected and each part should be given the right to elect a member. Voting by castes cannot be beneficial, as they are not equally distributed in any village, and the preponderance of one caste over another will give the upper hand to that caste in the management of the village affairs. Friction between the majority and the minority will end in quarrels. It will perpetuate a distinction which is not considered to be founded on reason and will lead generally to bigotry.

The number of members constituting a Board may range from 20 to 30 according to the amount of the funds they have to administer, and not according to the Government demand. All persons contributing a Local rate of 10 Rupees or paying a Government revenue of 50 Rupees may become members as also those that have passed the First Arts, and the Pleaders' Test Examination. Magistrates and Revenue officers must be declared ineligible for sometime at least till the people accustom themselves to exercise the right fearlessly. This restriction may however be dispensed with in towns where the possibility of abuse of power is not great. If these officers are ineligible, there will be no necessity for limiting the number of official members. An elected member must be entitled to serve for three years, and there is no necessity for compelling the retirement of members. Continuity of policy can be secured only by allowing them to remain in the Board for a pretty long time. There is no necessity for excluding official element of any kind except Magisterial and Revenue in the consideration of any question herein discussed.

SECTION III.

The District Council must be composed of two or three delegates from every Board, Municipal or Local, and their control over the smaller Boards must be unrestricted as regards their common concerns, but the internal affairs should be left free to the primary Boards. All the Boards will be responsible to Government through the Districts officers for the proper discharge of their duties; a standing Committee may be appointed to carry out the resolutions of the Board and also to act in anticipation

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in emergent matters. The Committee must also have power to convene a meeting of the District Council whenever they think proper subject to any rules that may be passed by the General Council. The District Council must meet four times a year ordinarily, and at other times, only if there should be any necessity.

SECTION IV.

When a net work of Local Fund Circles is established, the levy of tolls will be obnoxious and it will have to be abolished altogether. A moderate fee for registration of vehicles and draft animals would not be unpopular. House tax in villages will be greatly, disliked. A license tax of a very mild character for village purposes may sometimes be resorted to but not permanently, and this only when the arrangement recommended in-another part of this section can be approved. This tax will then go to make up the village portion.

Communal duties of all descriptions may be left to the management of the Local Boards. Among such duties may be mentioned, the conservation of the village shrub jungle and pasture lands, the planting of trees on the banks of tanks, regulation of customary village labour (Act I of 1858) &c. Minor irrigation works may be made over to them with very great advantage both to the people and the Government. One illustration of the manner in which the distribution of water is now managed may here be given. There are no rules restricting the area of second crop cultivation, in accordance with the quantity of water in the tanks, and in the absence of unanimity, the villagers indulge in their eagerness to cultivate the utmost, and an extent of land beyond the capacity of the supply in the tank is cultivated and as a matter of course the crops perish. Such things can be regulated only when the villagers have legally recognized power to manage their own business. What little unanimity there was in villages was destroyed by the working of the Dharkhast rules and the disuse of the share (பங்கு) system.

* * *

It is not advisable to entrust the care of religious institutions to the Local Boards. People of one religious persuasion ought not to be permitted to meddle in the affairs of another, and if management by the representatives of the religion to which the institution belongs can be arranged, it will confer a very great boon on the community, but such a proposal cannot form a portion of the present scheme. Under the general elective system there is no guarantee that persons of all religious denominations will be among the members. Many of those that may be represented will be in a minority, which is also an evil. I also think that they should not have any control over these institutions in as much as

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subjection in one respect will enable the members to exert a secret pressure in other directions which will lead to unpleasant consequences. This subject deserves to be separately taken up by the Association.

Local Fund Boards may be given powers to inspect markets, weights and measures, to prevent encroachments on streets, and also to see that there is no injurious adulteration in the articles used as food.

SECTION V.

Local Fund Boards should elect their own Chairmen and the Government may have a right of veto. The Collector or Sub-Collector should watch their conduct from outside, for which they may be furnished with the Proceedings of the Boards as soon as they are passed. He may send suggestions for discussion and adoption, but should not have the power of annulling the proceedings. If any such necessity should, in his opinion, arise, he may report it with any explanation the Board may wish to submit for the orders of Government, who will have full powers on such subjects. The appointment, suspension and dismissal of Local Fund servants should be subject to the approval of the Boards, but may, in the first instance, be made by the Chairman. Local Fund members may be empowered to superintend the works in the area for which they have been elected, but need not have any separate power.

SECTION VI.

The principles of interference and non-interference laid down by the Government of India are, if I may say so, very sound and require no modification. It is only necessary that they should be properly applied. Of the powers now retained by Government under the Local Fund and the Municipal Acts, some have been noticed, some are harmless, but the rest require consideration. As the two Acts are similar, they may be considered together.

The power to dismiss any Commissioner or member for misconduct or neglect of duty, may be dispensed with, as it is the whole body, that will now become responsible to Government. This power over individual Commissioners will affect their independence. It is not a matter of importance to Government how any individual behaves, if on the whole they carry out the intention of Government. It appears to have been given by the Legislature as incidental to nomination and will have to be renounced when nomination is renounced.

If the proposal to constitute the District Council by delegates from Municipal and Local Boards be approved, I do not think it necessary that the Government should reserve the power of

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making one Board contribute any sum towards the expenses of another. Under this scheme, it is not the individual Board that will decide such a question but the District Council. However if it is considered necessary to overrule this Council on any point, it may be done after giving them an opportunity of full defence. The benefit now conferred for subsidies is, in many cases, inadequate to the payment, and they may be able to show that such is the case. (Section 30 of Act I and Section 27 of Act IV).

The power to appoint Inspecting Officers to superintend the operations of Municipalities and Local Fund Boards (Section 31 of Act I and Section 28 of Act IV) seems to be unexceptional and is essential for the exercise by Government of their right to check and revise, but they should not have the power to assign such salaries as they think reasonable. It is certain that the Collectors would propose the appointment of a lot of officers on the plea of their inability to superintend so many Boards themselves, when they see that the cost is not to be borne by Government, and the latter will be found unable to withstand the recommendation of responsible officers. Patronage and ease are very tempting and few will put up with their loss. As these officers are to be relieved of their executive work in connection with these Boards, they ought not to have any excuse on account of increase of work which will now consist of supervision alone. As Collectors and Tahsildars are supposed to travel often to ascertain the state of their Taluqs, they need not put themselves to much additional inconvenience on this account.

Supervision as regards the work of these Boards will consist of three parts, viz., that of sanitation, that of Local roads and other works of that kind, and that of accounts. The revenue officers will not be able to see minutely to any of these excepting the first. The subject of sanitation is a simple one, and is commonly understood or may be easily learnt by all officers. Highly paid officers are consequently not required for this purpose. To get a man trained in this subject alone on a monthly pay of 50 or 100 Rupees will be very easy, and it will be unjust to appoint a good surgeon on a round sum spoiling both his profession and wasting the money of the people. He is capable of more good, I believe, as a doctor than as a sanitary officer. If a necessity should arise to appoint men separately for this work, it must be on moderate pay.

Boards and other works of that kind require some professional supervision, and one Engineer for a whole District can see that they are free from professional defects, but he cannot check them in detail. This may be left to the members of the Board, the Engineer testing the accuracy here and there. His detail check is already a farce, and it cannot but be still more so when his work increases. As the work can very well be done by the members

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with the assistance of a trained Overseer, the appointment of additional Engineers will entail dispensable expenditure. The detailed check of the Engineer is undesirable for another reason. It will bring him into collision with the members of the Board whom the Government of India wish to be his masters. As a professional man he may not think it creditable to him not to find fault with his unprofessional superiors, but when his check is general, it will only enable him to point out some general defects which it would be advisable to remove. The friction cannot be avoided by simply calling him a servant, who will be appointed by Government, and this is the only remedy. Quarrels were of frequent occurrence when D. P. W. Officers were required to give completion certificates for the Local Fund works done by the Revenue Department. The Engineer will have however to prepare all plans and estimates which may be beyond the capacity of Overseers and will check such as originate with the latter. He must also assist the Board with his advice whenever they may require it.

And it is a more difficult affair. It may not however be out of place to mention one or two points that have struck me. All payments may roughly be divided into those of a fixed and those of a fluctuating character. The former will consist of the pay of the establishments. This amount will not vary for a whole year, though there may be slight alterations from year to year. The controlling officer of each separate establishment may be made responsible for any over-payment to his establishment, the bill for that establishment being required to be prepared by him and passed by the Chairman. These bills may be sent through the member within whose jurisdiction the establishment may be working as a further check. All Central Establishments will be paid similarly on bills by the manager. Vouchers for all payments may be sent to the Central Office to facilitate audit by the Government auditor, the controlling officers retaining copies for reference.

All bills for works conducted under the supervision of the Overseer, must be prepared by him, in case, they are under his immediate control, but all other bills will originate with the village committee or the contractor under whom the works may be carried out. They will be countersigned by the Overseer and sent through the Divisional member to the Chairman for sanction. In these cases also, all original vouchers must be retained in the office of the Board to facilitate audit as before, the responsibility of checking or countersigning officers will be greater in this latter case than in the case of fixed establishments.

As regards audit by Government officers, it will I think be better to appoint separate officers to conduct it. If the accounts are audited month after month the work at the end of the year will not be troublesome and will be more carefully done without

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hurry. The amount now spent on honorariums will suffice to cover all charges that may have to be incurred and will save a good deal of inconvenience to Government work. When an accountant is deputed to audit the accounts of a Local Fund Board, his work will have to be done by one who will have to be separately paid for or who will have to do it in addition to his own legitimate duties. In either case, the arrangement involves additional expense or inconvenience, not to speak of the injustice of paying doubly for doing one work for another and of not paying one who undertakes double duties.

The cost of the supervision in all the three cases above mentioned must be borne by Government, for the two reasons that they will be under the direct control of Government and that the tendency to overgrow normal dimensions cannot otherwise be checked. There is nothing improper in this. The Boards relieve a portion of the work which the Government have been doing and which they ought otherwise do, and it is only reasonable that the Government should consider themselves indebted for the portion relieved and not take credit for the portion not relieved.

The Government should not force the Boards to appoint additional men on such salaries as they see fit, provided the work is well done. They should not concern themselves with the means but only with the result. Interference with details will prevnt the growth of all self-reliant spirit and also relieve the members of a greater portion of their responsibility. The Government at a distance cannot know more of the work than the members on the spot.

Subject-to the restrictions laid down by the Government of India as regards raising of taxes, &c., the Boards must have complete liberty of action in initiating, planning, sanctioning, and executing all works, providing and dispensing with what establishments they please and at what cost soever, within any general limits that may be prescribed. The procedure within any of the Municipal and Local Fund Boards may be identical in almost all cases as also their constitution and Government control.

The Government of India say that the License Tax collection may be entrusted to the Local Boards. If they are to undertake this they must have suitable establishments. The question then naturally occurs whether they may not be entrusted with the collection of all the rates leviable for Local and Municipal purposes. If all village communal duties are to be under their care, a Committee will have to be appointed in each village to carry out the intentions and decisions of the Board. This can be easily managed. To be considered as leading inhabitants is honorary in rural Districts, and as the duties they will have to discharge

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will not be detrimental to their ordinary business, a Committee can without difficulty be formed. The practicability of this measure will be evident when it is considered that the office of Munsif was honorary in the Chingleput District till last year. With the aid of this Committee, the Board will get on with this duty very smoothly. The Boards will take the place of Collectors as regards powers, and the village Committee that of Process servers and Revenue Inspectors. An appeal must be allowed to the District Council from all decisions of the Primary Boards in respect of assessment of all taxes.

The last point I wish to allude to is the subject of titles to the members suggested by the Government of India. To bestow titles on them simply as members cannot distinguish them except as members, and the distinction is evident from their being members without these additions. Besides, the titles Rao Bahadur and Khan Bahadur seem to be of Northern origin and are not understood in these parts. A more important distinction will be gentle treatment by Collectors and other important functionaries. They may be declared entitled to seats whenever they pay them visits. The Government will perhaps think that it is already the case, but it is not always so. Another mark of distinction will be to allow servants bearing belts and badges to accompany them when they attend meetings. Several servants will have to be employed in every division to which a member may belong, and some of these will gladly wear belts and badges and escort the members to the head quarters. The Chairman's peon may wear a silver badge.

I remain,
Dear Sir,
Yours very truly,
B. SRINIVASA RAGHAVA IYENGAR.

NUNNYLAM,
24*th July* 1882.

VII.

SECTION I.

3. In view to fulfilling the three conditions specified in this para, (3) namely, (1) that of limiting the area of a Primary Board so as to secure both local knowledge and local interest in the members, (2) that of making it large enough to command the services of capable men in it, (3) and that of deriving from it an income which will make it worth while to administer it, I would constitute a Taluq the territorial extent over which the jurisdiction of a local Primary Board should extend; as any area larger than that of

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a Taluq would fail in respect of the first conditions, and as any extent less than it would not meet the conditions 2 and 3. A Sub-Registrar's range is always smaller than a Taluq; and is often made too small to afford scope for the administration of a Primary Board in it. Forming a Taluq the area of the jurisdiction of a Primary Board, I would establish as many Primary Boards in this District as there are Taluqs in it, *i. e.*, there could be constituted nine Primary Boards in this District. It is decidedly an advantage to have the proceedings of the Primary Boards conducted in the vernacular of the District. Among other reasons, I would specify one as of particular importance to the present subject, namely, the facility it would afford in familiarizing the people with the objects it is intended to achieve from the constitution and up-keep of the Boards. I need hardly say that a change of this kind would go far towards the development of political and administrative intelligence on which so high a value is set.

SECTION II.

4. I am unable to suggest valid reasons against the introduction of the system of election in towns. The best way of testing whether it would well work, would be, not to indulge in *a priori* considerations as to the unfitness of the Municipalities to receive it, but to watch its results after it has been practically brought into full operation. In the localities where the Municipal Act has been or may be brought into force, a sufficient number of the required sort of men can be found who can be seated on the Board on the strength of popular election.

I would not, however, advocate the introduction of the system with similar suddenness in rural places. These places are in great part inhabited by people in whom the organization of their political sense (as I beg to be allowed to call it) has been so much assimilated to the nature of the Government under which the race has revolved, that a good deal of counter experience is needed to mould it in the way in which it can be fitted to understand the system which it is proposed to present for their acceptance. To the people to whom, on considerations of fairness the privilege of voting at elections will have to be conceded when the system is adopted at once, the idea of representative government is for all practical purposes inconceivable; and the task for the administrator is, in their case, to set the business in a fair working order before them, so that those for whose sake the Government is organized, may be enabled to realize the idea which it represents on these grounds. I would recommend the throwing open of the election method only after the system of local self-government has been perceptibly at work for some time. In the interior parts of Taluks where the nucleii of towns are in course of forma-

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tion, I would like to see the system tried experimentally, with a view to further the progress of the formation, and also to facilitate the development of political ideas in the people who live around, and do business in it. In the case of the rural Boards in Taluks, what I would recommend as a measure to start with, is to have a third of the total number of persons who are to have seats on the Boards, elected by the people in the neighbourhood of such incipient towns. The rest should, of course, sit on the Board in virtue of Government nomination.

Considering the question of the qualification of an elector in the abstract, I am at present for giving the franchise to all persons, (without the distinction of sex) who can read and write with intelligence; to all, that is, who can shew that they possess the degree of attainments requisite for a pass in the upper Primary Examination, instituted in the schools in this Presidency; (and who, moreover, contribute a certain definite sum of money, say Rs. 10 every year, to the Local Fund exchequer). The clause within the brackets modifies the theory on present practical grounds.

The limitation of the franchise to all who pay Rs. 10 and upwards a year as land tax, would leave wholly out of consideration, an immense number of people to whom it is desirable to give a hearing in the affairs of their District; and who should thus come to be the normal standard of qualification would despair of obtaining it for some time to come in the existing state of circumstances. The Tiers (the official class at Cannanore and Tellicherry set aside), the artizans, and the Pillays who form what is popularly called the labouring classes in the District, form a respectable number when taken together; and they have every right to be represented in the Local and District Boards.

As regards those who pay a land tax to the Government, Rs. 10 may be taken as the minimum amount for qualification to be voters. The artizan classes are undistinguishable from those who live on the fruits of daily manual labour; and I have given indications of my views as to how their case should be dealt with. I would have a certain number of representatives for those classes of people, and they must for some time be nominated by the Government. I would not leave to the District authorities the power of recommending representatives for these classes. I would have the business done by the members of the Local Boards.

In this District the under-tenants and ryots generally pay taxes directly to the Government, on the property which they hold under others. As regards the ryots who may not have taxes assessed in their names, I would fix upon the annual rental which they pay to their Jenmis as the basis of a standard of qualification; and all ryots who pay 30 rupees and upwards as

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rent, should be entitled to vote for candidates at elections. In the case of those who contribute largely to the Local Funds, I would consider each an elector in each of the several Amsams where he pays Rs. 10 and more, should any be found to contribute more than Rs. 10, in each of the Amsams which compose a group, I would in consistency with the standard principle, give him as many votes as there are Amsams in the group, and fix for practical purposes a minimum beyond which he should be restrained from voting. That certain people have come to contribute largely to the Government revenue more than others, is a matter of mere accident; and I am not prepared to accept this accident as the ground for giving them more votes in a public proceeding than to others. Should the artizans be thought qualified to receive the privilege of voting, I would in their case prefer election by caste to any of the other modes, as the landed interest which alone, in the opinion of certain people, should have the privilege of voting would not be an available property with them.

I would confer the right of voting on all the graduates of the University and all under-graduates of three years' standing, when not possessed of the qualification above specified and when engaged in some useful profession. To be entitled to the right of voting, I would also add a residential qualification. I would have every voter to have been a resident for twelve months at the place for which he would vote in electing a representative.

The number of members in a Taluk Board can be fixed only after a survey has been made of the amount of Local Fund revenue, and of the number of electors in the Taluk. I would not, however, go beyond 30 as the number for a Primary Board, lest the Board should run the risk of being unmanageable.

The sole qualification needed for a seat on the Primary or the District Board, is that of having been elected by a constituency. It is unfair to suppose that a constituency seriously intent on having its voice heard in the management of its local affairs, would grossly abuse the confidence reposed in it, and thus damage its own interests by returning an unqualified person, or a person of evil reputation, or of acknowledged bad character, as its representative on the Board. It is expedient to fix any pecuniary qualification as the standard, as it is not a plutocracy that would be the most desirable agency for the management of the collective interests of a Taluk or a District.

Magistrates and other officers need not be altogether rejected, as they are capable in some cases of doing valuable services to the Board. When nominated to seats on the Board, they must be allowed to take part in its discussion, and must also be invariably allowed to record in writing their opinions and the grounds therefor. It is not desirable that they should be allowed

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to vote. When they are elected, they may act like any one of the non-official members. They would in the latter predicament have to be more popular, and would depend for their seats on the will of the people. The poisonous tooth which they display to frighten the people, would lose much of its deadly power. I would make three years the legal period during which an elected member can serve on the Board. He must forfeit his seat after the third year. I would recommend in preference to that of the members vacating their seats, simultaneously, the plan of such of the members going out, as would have served out their terms; as this would give every member the chance of remaining on the Board throughout the whole of his legal period. The most palpable superiority of this plan over the other consists in the inducements it throws to competent persons, to stand as candidates for election through the expectation, it affords ground for, of being able to serve the whole term.

Sorry as I am to give my preference to the class of officials to which I belong, I must nevertheless say that the Sub-Registrars are, for certain reasons, more eligible to superintend election proceedings than the Magistrates in rural places. They are generally more popular; are less dreaded by people; have less chance of unduly influencing the independent opinions of the electors; and have, on the whole, a more competent knowledge of, and consequently greater sympathy with, the business with which they may be called upon to deal. It may, indeed, in course of time be possible to organize committees of purely non-official gentlemen to do the work. But in the existing state of the average of the intelligence of the people, it is safer to leave the business in the hands of Government Officers.

SECTION III.

5. I would have, in the beginning at least, a permanent District Board composed in major part of members elected by the several Local Boards, and located at the head-quarters of the District, to adjust matters of common interest, in preference to a District Council. What is at present wanted is not a Local Fund clearing house, where the transactions of the several Boards are settled, and the accounts adjusted by paying some hundred Rupees from one Board to another. The desideratum is a body of non-official gentlemen, with a competent knowledge of the principles of administration, watching and superintending the working of the details of the Subordinate Boards. A District Council might answer the purposes of a clearing house. Some thing more than that is wanted for the purposes of administration. A District Board should be constituted with the object of viewing the collective interests of a District in their *ensemble*, and of regulating the policies of the Subordinate Boards in

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conformity with the fulfilment of those interests, but at the same time without prejudice to the local interests. A permanent Committee, located at the head quarters, taking constant notice of the proceedings of the minor Boards, and collecting and generalizing experience for the more efficient guidance of the concerns of the several constituent parties, is much to be preferred to the meeting of occasional delegates from the several Taluks, who may generally be without the interest and often are without the "experience" to initiate and pursue with sustained effort, a liberal course of policy.

The co-ordination of the working of the several rural Boards can only be done through a Central Board. The Central Board should possess such authority over the rural Boards as will be needful for working both kinds of Boards efficiently. It must have the power of interfering with the details of the minor Boards, and also of directing the carrying out, and vetoing the execution of such business as it may find it advisable to deal with.

But the right of interference which it ought to possess should be placed under restrictions. To meet this view of the case, and at the same time to preserve the independence of the Circle Board I would set apart a portion of the income of the several Boards towards discharging the collective functions of the District, under the management of the District Board, and would give to the Circle Boards complete independence of action with the remainder that would be at their disposal. The allotment of money from one Circle to another, should be made out of the funds thus set apart, in the normal condition of things.

SECTION IV.

6. All the available sources of taxation have been anticipated by the Government for imperial, provincial and local purposes. It is very difficult to suggest one that is not attended with serious inconveniences. To license retail dealers who may not be contributing to the Imperial License Tax, would be a feasible mode of taxation. But it is an inconvenient plan, to adopt in rural parts where the policy ought to be to give every possible encouragement to the business of retail trade with a view to help the formation of Town populations there. Another, not indeed unexceptionable, way of raising a revenue, would be to levy a fee on every person who desires to be enrolled on the register of voters, and who may not be otherwise contributing to the Local Funds. This method may with advantage be tried in the case of those who have not landed interest to lean upon. The social importance which the purchase of the right of voting may be the means of commanding, would be set off against the evils which it may tend to produce. The principle of substituting a fee on carts and draught animals, for Tolls is to be condemned on eco-

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nomic grounds, as the methods suggested above, are also to a certain extent. A fee on vehicles and animals in the rural places will tend, in the absence of keen competition among the owners, to take more from those who use vehicles than what will find its way into the Treasury, and will aggravate the difficulties in hiring conveyances which even at present exist to such lamentable extent in the rural parts of the country.

A house tax is very unpopular for a good many reasons; and I would by no means advocate its retention. Far from being rendered unpopular by undertaking the levy of the License Tax, I should think that the Local Boards would be the best agency for fairly assessing and levying that tax. The members who are to assess taxation, will surely have better knowledge of the means of those assessed to the tax, and these latter people are themselves likely, some of them, to have seat on the Board where they will have better opportunities of explaining and making their cases understood. The present assessment is certainly not the one that is the least vexatious. It depends entirely on what a Tahsildar or a Revenue Inspector supposes himself to know of the circumstances of those of whom he demand the tax. Being particularly interested in swelling the figures in Revenue Registers, they are the best persons qualified to assess people to a tax which is subjected to a periodical revision. Further, the License Tax has become too familiar to the people, for them to foster much dislike on the authority that may be employed to collect it for the time being. It is evidently undesirable to pursue the retrograde policy of levying tolls on persons and goods passing from one Circle to another in these days of demand for freedom in every thing.

The duties now discharged by the Local Boards are in themselves sufficient to tax the energies of the Boards, and also to keep their faculties sufficiently exercised. Such irrigation works as are of purely local interest, may be transferred to the care of Local Boards, along with the maintenance of roads. Irrigation works have not, however, been much attended to in this District. Not until agricultural industry comes to be carried on in an improved fashion will the necessity be yet for extensive work for the purposes of irrigation. Improvement in agricultural industry in this District implies greater advance in the progress of society: and provisions for a future stage of existence may not now be anticipated. I would at present throw out a suggestion concerning the possibility of relief to agriculturists in seasons when the normal quantity of rain fails in the District. May not funds be utilized for the construction of reservoirs on hill sides or lake, to keep superfluous rain water in as an insurance against adverse seasons?

The subject of Devastams is one of considerable interest from several points of view. They have been endowed and upheld

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primarily on religious and social considerations. The interest connected with these would be better served if they were taken out of the hands of private and irresponsible managers and handed over to the charge of public bodies. I believe special legislation will be necessary in the matter so far as this District (at least) is concerned. I am of opinion that considerable addition might be made to the funds disposable for public service, if the Devastams could be brought under the management of Local or Municipal Corporations.

Connected though the inspection of weights and measures is with the Police administration, yet I am unable to say why this useful branch of public business may not be entrusted to the care of Municipal or Local Administrative. Boards. Constant supervision by the members of the Boards would tend to secure uniformity and accuracy in the weights and measures more effectually than the occasional inspection by a petty officer of Police.

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SECTION V.

8. The stage in the progress of the institution which it should be the aim and endeavour of the local bodies to reach, is of course that in which they will be able to elect their Chairmen without the State dictation. But in the present low state of it, I would not trust all Local Boards with that privilege. The rural Boards especially, will not have attained to that degree of intelligence which they will have to manifest when required to elect their respective Chairman. I am at present constrained to admit the presence of the Collector on the Board as its Chairman *ex-officio*, though with none of that cheerfulness which the members of a certain Municipality affected to display when they expressed it, " unceremoniously," as their opinion that the Collector should be the President over them. These remarks are not intended to apply to the case of Municipalities where the Collector's *ex-officio* Presidentship might with advantage be abolished, and the members might be asked to elect their own Chairmen. The Collector might in this case sit on the Board in virtue of popular election. But he should in no case have greater consideration paid to him on the Board than any other of the members. On rural Boards he may be made the *ex-officio* President. But to prevent the independence of the members being biassed by his influence, I would allow him no power of voting on the Board. His suggestions and opinions should in every case be taken for what they are worth. Their power to influence the action of the Board should be as much counteracted as possible.

The greatest difficulty is in finding qualified and competent men to serve as Vice-President on the rural Board. Surely the Tahsildars are not the best persons for the honour. In this case

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as a possible mode, the views of the members must be ascertained, and the non-official member of whom the majority are in favour should be nominated by the Government, and he should have the liberty of occupying the post of honor for three years. The election of every President and Vice-President should be reported to the Government for information and approval. I would give the President the power of issuing the preliminary orders in very emergent cases when the orders of a collective Board cannot be obtained in time, and when there may be grounds for fearing that the safety of the public interest is likely to be risked by the delay. Of course in every such case care will be taken to have a special Board convened as early as possible. I would not give the President unrestricted liberty of action in the matter of appointments in the services of the Board. His so-called "wisdom" and "experience" may perhaps be of value in securing the best men for employment, though I have hardly seen these two attributes made use of on similar occasions to justify me in affirming that they are so. The vote of at least of two-thirds of the members should be secured in favour of the nomination before it can be confirmed.

I should think that local works are likely to be speedily, efficiently and economically done if the members representing the places are charged with their supervision and control. The constituents would thereby be allowed opportunities of practically testing the qualifications of their representatives. The power of reporting on the state of affairs with which members supervising any given business should be invested, will, in my opinion, be ample.

SECTION VI.

9. The best preventive against continued neglect or gross abuse of duty would consist in the watchfulness of the executive officers, who will be called upon to exercise constant vigilance over the proceedings of the Board; also in the power which the Government have reserved to themselves of suspending such Board as may be found guilty of it. The Chairman will draw the attention of the Board to any acts of omission or commission on the part of the Board, and will also, if necessary, report on the matter to the Government in view to have the Board's explanations obtained. Every Board should submit to Government annual accounts of its receipts and expenditure, and the Accountant-General should be enabled to give his account of the same: of course every Board will maintain a requisite staff of clerks and accountants for the preparation of its statistical and money accounts, and also for the conduct of its routine duties. The power of appointing and removing its servants should rest entirely with the Board.

Every head of Government departments with whom the Boards may have business to transact, should be directed by the

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Government to render all assistance the Boards may seek, subject of course to payment by the Board for whatever services rendered to them.

The Local Boards may be credited with considerable confidence in the matter of their Budget accounts. A uniform system of procedure may be introduced for the Municipal and Circle Boards. The only duty which I would attach to the Government when the Boards have been set in a fair working order, will be that of watching the quality, amount and usefulness of the work done by the Board, along with the examining the accounts which they will submit. A costly system of audit is a waste of public money. Competent persons may be found who will every year audit their accounts on receipt of an honorarium.

Every Board will submit returns or furnish information when called for. Elaborate precautions are unnecessary in this for enforcing the desires of the Government.

Concerning Local Fund and Municipal administrations in general, I may say that intended as they are in theory to embody much of what is called the popular spirit or character, they have, from the mode in which they have hitherto been conducted, formed a virtual department of the bureaucratic Government. The Collectors of Districts and their subordinates have been entrusted with the most important share in carrying on the business, and they have managed it with the autocratic spirit which they display in other parts of their administrative functions. The worst fault has been in the nomination of the members. These have not been the best which the localities or towns would have supplied. The persons selected have been either wealthy simpletons, or needy adventurers whom the Collector's favourite for the time being pushed to a prominent station. (Be it known that every Collector has either a favourite, or he allows himself to be known as having one.) For reasons which every one knows, but which some profess to be ignorant of, really capable men do not, as a rule, care to serve in the Local Boards. The precious liberty of free speech is to a certain extent prescribed in these places.

As regards the provisions in the Municipal and Local Fund Acts, which give powers of control to the Government, I would quote Sections 29, 30, 31, 35, 135, 143, 153, 136 of the Municipal Act, and the Sections 26, 27, 28, 32, 33 of the Local Fund Act repealed.

In all cases where the sanction of the Government is to be required, I would provide instead that information may be given to the Government.

C. RAMANUNNI MENON.

PAYYOLI,
16*th August* 1882.

VIII.

With reference to your letter in regard to Local self-government, I beg to make the following suggestions.

The Area of Jurisdiction.—Having regard to the natural apathy which people in general evince in regard to what concerns others, added to their innate laziness and unwillingness to move out of their own villages, I would make the extent of the Primary Boards co-eval with the Vattams, but unfortunately their present area is too small to be the seat of Boards. I would therefore have a Range Board for every Revenue Inspector's range; next above I would have a Taluq Board: lastly, the District Board.

I.—Range Board.

1. The qualification for a membership in the Range Board should be—

(*a.*) Payment to Government of not less than Rupees 500 a year in kist, &c.

(*b.*) An income of not less than Rupees 500 a year in trade or other calling.

(*c.*) The Degree in Arts or other University Degree, First Arts in Examination.

(*d.*) School Mastership on not less than Rupees 20 a month.

(*e.*) First or second Grade Pleadership.

(*f.*) Government service on not less than Rupees 20 a month within the Range.

2. Persons fit to have a vote in electing the members shall be—

(*a.*) Persons paying Rupees 200 a year to Government as tax.

(*b.*) Persons owning houses worth not less than a market value of Rupees 500.

(*c.*) Persons making an income of Rupees 5 a month by trade or otherwise.

(*d.*) Pandits, Tamil or Sanscrit, and Moulvies.

Note.—Persons paying to Government more than Rupees 100 as kist should be allowed one additional vote for every 100 Rupees or fraction thereof, the fraction being not below Rupees fifty.

3. The Range Board may be entrusted with the execution of all works of irrigation, communication, sanitation and education within the Range.

4. They shall have power to spend on their own responsibility any sum not more than Rupees 25 at a time, and not more than Rupees 100 in the year. All other expenditure should be subject to the sanction of the Taluq Board.

5. All the servants of the Range Board shall be appointed and dismissed by that Board, their orders being subject to appeal to the Taluq Board.

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II.—Taluq Board.

1. The members of this Board shall consist of delegates from the Range Boards, being elected by the members of the several Range Boards.

2. The following shall be the persons fit for election to the Taluq Board.
   (*a.*) Persons paying not less than Rupees 1,000 a year as Government tax.
   (*b.*) Persons getting an income of not less than Rupees 1,000 a year by trade or otherwise.
   (*c.*) Graduates in Arts or other Faculty, and persons having passed the First Examination in Arts.
   (*d.*) School Masters on not less than Rupees 35 a month.
   (*e.*) Pleaders of the 1st and 2nd Grade.
   (*f.*) Government officers of the Taluq on a pay of not less than Rupees 50 a month.

3. They shall have charge of all minor works of irrigation, communication, sanitation and education within the Taluq.

4. They shall have power on their own responsibility to expend Rupees 50 at a time and not more than Rupees 250 in the year, all other expenditure to be subject to the sanction of the District Board.

5. Appointment and dismissal of their servants shall vest in them, subject to appeal to the District Board.

III.—The District Board.

1. It shall consist of members elected by the Taluq Boards.
2. The members shall be—
   (*a.*) Persons paying not less than Rupees 2,000 a year as kist, &c., to Government.
   (*b.*) Persons making an income of Rupees 2,000 a year by trade or otherwise.
   (*c.*) Graduates in Arts or other Faculty.
   (*d.*) School Masters on not less than Rupees 70 a month.
   (*e.*) Pleaders of the 1st Grade and High Court Vakils.
   (*f.*) District Government Officers on not less than Rupees 100 a month.

3. They shall have charge of all works of irrigation, communication, sanitation and education within the District.

4. They shall have power to expend any amount. But all expenditure exceeding Rupees 2,500 at a time shall receive the sanction of Government.

5. They shall have power to exercise control over the Range and Taluq Boards in so far as the action of the latter interferes with their administration of the whole District.

6. They shall appoint and dismiss their own servants, and hear appeals from those of the subordinate Boards.

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IV.—General Rules.

1. When any work of irrigation, communication, sanitation or education extends over more than one Range, the same shall be taken charge of and executed by the Taluq Board. When the same extends over more than one Taluq, the District Boards shall have charge thereof.

2. When it is found convenient to have a servant in common between two Range Boards, the appointment and dismissal of such servant shall rest in the Taluq Boards, the same shall rest in the District Board.

3. I would have no Municipal or other Local Fund Boards in addition to the above.

4. All the duties and powers vested in the hands of Municipal and Local Fund Boards shall be handed over to any one of the three Boards above enumerated.

5. All the members of the Boards shall be duly elected, and the Government shall not interfere in their nomination, whether the non-official or official element predominate.

6. The Government officers should not interfere with the action of the Boards; but they shall bring to the notice of the superior Boards any irregularities they may observe in the conduct of the Sub-Boards, the irregularities of the District Board being brought to the notice of Government in their respective Departments.

7. The proceedings of the Range and Taluq Boards shall be in Tamil, and that of the District Boards in English.

8. The Boards shall have charge of the Devastanum and other public charities.

9. The Range Board should have as many members as there are Vattams. The Taluq Board shall consist of three from each range, and one-third of number of the range delegates at the Taluq Cusba.

10. The District Board shall have two from each of the Taluqs and one-third at the District Head Quarters.

11. In this District I would have two District Boards, one at Negapatam and the other at Tanjore.

12. The District Board shall determine what will be required for the works concerning the whole District. The Taluq Board shall do the same with respect to the works within it. The remainder of the other shall be spent by the Range Boards.

13. The Government by its own servants shall check the working of the several Boards and render all the assistance the Boards might require.

14. The Government shall have power to call for, at any time, any account or proceedings of the Boards, and shall have them audited and inspected by any of its own officers.

15. I would have for the present all the existing Municipal and Local Fund taxes, but would only have any tax but once

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within the District, that is, if a tax had been levied by one Board, the other Boards shall not levy the same another time within the same year.

16. When any work of irrigation or communication extends over more than one District, each District Board shall undertake to do that which lies within its range. If it should be thought convenient that the entire charge of any work should be in the hands of one Board only, the Government shall determine which Board should have it.

17. A member of any Board once elected should hold his office for three years and may be re-elected.

18. The rate and mode of levying the Local taxes shall be in the hands of the Boards, subject to correction by the Government. But their collection should be made by the servants of the Government.

19. The President and Vice-President shall be chosen by members once in a year.

20. The list of voters shall be raised once in five years.

21. The first election should be conducted by the higher officers of the Educational Department, and the subsequent elections by any three of the members of the District Committee.

Yours obediently,

TANJORE. T. SESHAYYER,

Pleader, Tanjore.

IX.

1. I would divide the whole district of Cuddalore into six Circles as follows :—1. Chedambaram, 2. Cuddalore, 3. Thirukkovilore, and Kallakurchi, 4. Vellapuram and Tindivanam, 5. Trinomallee, 6. Virdachalam.

2. In Chedambaram, Cuddalore and Virdachalam elective system may be introduced, one half of the whole being elected.

3. There should be at least nine members in a Board. In Cuddalore there may be more. One-third may be official and the rest non-official members.

4. All graduates and under-graduates who have resided three months in the Circle before the date of election must be both members and electors. Every owner of immoveable property amounting in value to Rs. 1,000, every merchant having Rs. 500 capital, every person whose income is Rs. 300 a year from any trade or calling, a public servant whose monthly salary is not less than Rs. 15 a month, and a schoolmaster, of Rs. 10 a month, should be qualified to be voters.

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5. Persons who pay Rs. 200 land revenue, Inamdars owning an estate worth Rs. 3,000, every person whose income is not less than Rs. 500 a year, and as has been observed, all graduates and under-graduates, resident within the Circle. Each voter should be allowed to vote for as many vacancies as may exist. For in that case the field of discretion is widened, which can be exercised by the votes with greater advantage. Division of the Circle into wards, narrows the field, and the supply of qualified persons to serve in the Board may fail or may be inadequate.

6. The Tahsildar or a divisional officer may be *ex-officio* President, but will be simply entitled to vote like other members. The Vice-President should be elected from among the members, who will have a casting vote. The *ex-officio* President will have charge of the office, receive papers, &c. The Secretary or the manager may sign for the Board.

7. In Municipalities, the Collector should continue *ex-officio* President. But he will have no casting vote. The Vice-President will be elected. Two-thirds of the total number of members should be elected by the rate-payers.

8. As regards the Minor Irrigation works, I should be very glad to give to these Boards the power of repairing and excavating tanks, channels, &c., and also the power of framing rules as to the season when the repairs, &c., should be executed. Because I know for a fact that not unfrequently the D. P. W. Officers purposely commence repairs at the time when the ryots need water, and on receipt of some consideration from the ryots either finish off the work in hand soon, or postpone it. A good deal of oppression is being experienced by the ryots from the D. P. W. Officers in this manner, which will be rendered impossible if the irrigation works are handed over to the Local Fund Boards. They should also be entrusted with special powers in case of emergencies.

9. The proceedings of the Boards, both Municipal and Local Fund, should be in the vernacular of the district.

10. I shall be glad indeed if the management of our Devastanams be entrusted to the Local Fund Boards. The present Devastanam committees are all a farce. There will be no difficulty arising from any difference of religion among the members. Mahomedans are known to take interest in Hindu Devastanams and even have regard for our gods. And if there happen to be any religious institutions of Mahomedans in a Circle, the Mahomedan members will be qualified to direct their management. Smarthas and Vaishnavas are successfully managing Vaishnava and Siva Temples respectively with satisfaction.

11. The Boards will become unpopular if they are entrusted with the collection and assessment of the License tax.

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12. Imperial roads not only benefit the locality, but help the whole country more or less. I therefore do not see why we should not insist on the Government renewing the grants to the maintenance of these roads.

C. S. SRINIVASA ROW,
Government Pleader,
Cuddalore.

X.

Number and Area of the Local Fund Circles.—Malabar is unlike every other district in physical, social and moral conditions. What concerns us most here is the tyranny of caste and the consequent want of mental sympathy and co-operation. No low caste man can approach one of a higher caste beyond a certain distance. Even among the Pariahs there are sub-divisions that cannot approach each other beyond a definite measure of space. As one of the results of this repellent aspect, there is no living in streets except by Moplahs and Pattars or foreign Brahmins. A village in Malabar is far different from what a stranger may imagine. The caste institution in Malabar is unique. In determining the area of the Local Fund Circle this is an important factor. In the rural parts travelling is difficult and very expensive owing to the absence of good roads and conveyances. It may be predicted with certainty that the Local Fund Boards would be very badly attended if the members have to travel far from their homes. The area of the Boards should be as limited as possible, consistent with the efficient working of the system—financially and administratively. The area must yield a revenue worth administering, and must produce a sufficient number of intelligent men capable of serving on the Boards. The Boards should also be so located as to secure the services of an enlightened President. It would be more sanguine than rational to expect from an uneducated native the zeal, energy, enterprise and knowledge required to guide the proceedings of the Boards, at least for years to come. They cannot do without the co-operation of some English educated man to preside resident in the Circle. The minimum limits to the area of a Circle are (1) the production of a decent revenue, (2) the existence of a qualified President. The maximum limit is a day's journey. The members should be able to return to their homes after the day's business is over. The higher classes who must be expected to constitute the Boards are subjected to a rigid code of ceremonials and ablutions when they quit their homes. Each sub-division of a Taluk is a little world in itself. Ignorance and indifference on the part of the members would vitiate the proceedings of the Boards if the extent of the Circle be too wide.

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Combining these various considerations, I would divide Malabar into 32 Local Fund Circles, distributed among the various Taluks thus :—

- (I.) Chirakal Taluk.
  - (1.) Taliparamba ... *Sub-Magistrate's Jurisdiction.*
  - (2.) Chirakal ... *Tahsildar's do.*
  - (3.) Cannanore ... *Municipality.*
- (II.) Kottayam Taluk.
  - (1.) Tellicherry ... *Municipality.*
  - (2.) Kottayam ... *Tahsildar's Jurisdiction.*
  - (3.) Kuthubaramba ... *Sub-Magistrate's Jurisdiction.*
- (III.) Kurumbranad Taluq.
  - (1.) Badagara ... *Tahsildar's Jurisdiction.*
  - (2.) Nadapuram ... *Sub-Registrar's do.*
  - (3.) Payyoli ... *Do. do.*
  - (4.) Quilandy ... *Do. do.*
- (IV.) Calicut Taluk.
  - (1.) Calicut ... *Municipality.*
  - (2.) Tamaracheri * ... *Sub-Registrar's Jurisdiction.*
  - (3.) Chivayur ... *The rest of the Tahsildar's Jurisdiction.*
- (V.) Ernad Taluk.
  - (1.) Kundotti ... *Sub-Registrar's Jurisdiction.*
  - (2.) Mallapuram ... *Do. do.*
  - (3.) Manjeri ... *Tahsildar's do.*
  - (4.) Perpengady ... *Sub-Magistrate's do.*
- (VI.) Walluvanad Taluk ...
  - (1.) Cherpulcheri ... *Sub-Magistrate's Jurisdiction.*
  - (2.) Mannargat ... *Sub-Registrar's do.*
  - (3.) Ottapálom (Including Vaniamculom and Kavalapára)... *The rest of Munsif's do.*
  - (4.) Angadipuram ... *Tahsildar's do.*
- (VII.) Palghat Taluk.
  - (1.) Palghat ... *Town aud Taluk.*
  - (2.) Alathur ... *Sub-Magistrate.*
  - (3.) Kollungode ... *Sub-Registrar of Kodurayur.*
- (VIII.) Ponnany Taluk.
  - (1.) Puddiangady ... *Deputy Tahsildar's.*
  - (2.) Ponnany ... *Tahsildar's.*
  - (3.) Tirtala ... *Sub-Registrar's.*
  - (4.) Chavakad ... *Sub-Magistrate.*
  - (5.) Triprayar ... *Sub-Registrar.*
- (IX.) Cochin. ... *Town and Vypeen.*
- (X.) Wynad Taluk.
  - (1.) Vytheri ... *Sub-Magistrate's Jurisdiction.*
  - (2.) Manantoddy ... *The rest of Wynad.*

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The above is the best classification I can make in the present state of my knowledge. The stations of the Sub-Magistrates mark the site of former Taluks and are convenient areas in many places. In some cases I have thought it necessary to deviate and adopt the jurisdiction of certain Sub-Registrars. At Tamarachery and Mallapuram there are no Sub-Registrars at present; but proposals for establishing offices seem to have been submitted to Government. Sub-Registrar's jurisdictions are not always convenient. In some places they are too small and insignificant, and the Inspector-General seems to be inclined to further sub-division. All the stations I have marked are very important ones. The Revenue officers may be called upon to furnish certain statistics to indicate the revenue that each of these Circles would yield; the populations of the Circles and the number and nature of the persons eligible within each to serve as members. It would have given to the constitution a scientific basis.

SECTION II.

Election of Members.—If our countrymen are to take any real interest in the Board; if they are to believe that they are deemed by Government fit to be entrusted with political power and to have a voice in the administration of their revenues; that they are henceforth to be treated as political units, then we cannot initiate the system better than by an impartial election of members. The results may not at first be very satisfactory, but the lesson cannot be learned too soon. Those who entertain preposterous hopes must know that political institutions under whatever form can improve only as just as human nature improves intellectually and morally. The character of the aggregate must be governed by the character of the units. Social improvement must be the work of time, labour and education. Whoever expects to achieve the end without pursuing the means, must be doomed to disappointment. He can only be reminded of the miser who cut the stomach of the goose that laid the golden eggs. Election being in my opinion the preferential mode of choosing the members in spite of the unsatisfactory results it may produce for some time, it remains to decide who should be the voters.

Qualification of the Voters.—The agricultural classes would be fairly represented if all who pay Rs. 10 or upwards of land assessment be entitled to a vote. But the mercantile and artizan classes, though not numerous at present, deserve the utmost encouragement and should not be overlooked. If the minimum license tax (Rs. 10) be adopted as a qualification for a vote, it would exclude all traders except in large towns. These classes have as great or even greater stake than the agriculturists in the improvement of means of communication and other public works. Their paucity is to be deplored and every facility should be afforded for their development. In this division (Pudiangady

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comprising 28 Amshoms) there are only 27 persons who pay license tax—most of them are landlords who are licensed as money lenders. The present license tax does not furnish a safe guide. I would suggest therefore that all who paid a license tax of Rs. 4 under the former Act may be allowed to vote—of these there are 132 in this Circle.

The number of Members.— I have not obtained as yet any valuable statistics of the revenues of the various Amshoms to judge of the propriety of taking revenue as the guide in determining the number of members. On an approximate calculation revenue bears a constant ratio to the population. I hope it would be convenient to proportion the members to the population. Instead of speculating on abstract principles, I shall explain my meaning by a practical example. I shall select this division for illustration. The jurisdiction of the Sub-Magistrate of Pudiangady extends over 28 Amshoms, whose populations, according to the Census of 1871, were as below:—

Amshoms.	Population.	Amshoms.	Population.
I. Pudiangady Station.		*IV. Vadakamprom Station.*	
1. Jalakad	6,003	1. Melmuri	5,699
2. Irikandiyar ...	5,045	2. Kattiparuthi ..	3,139
3. Iriprangad ...	4,904	3. Vallikannu ...	4,191
4. Palliprom ...	3,320	4. Vadakumprom ..	5,434
5. Niramarutar ...	4,471	Total...	18,463
Total...	23,783	*V. Kuttipurom Station.*	
II. Kuttayi Station.			
1. Vettam	2,394	1. Ummathur ...	3,432
2. Patchatiri ...	4,222	2. Paruthur	5,178
3. Mangalom ...	4,669	3. Irumbliam ...	5,582
4. Porathur	4,039	4. Adavanad ...	7,979
5. Chemrara ...	2,541	Total...	22,165
Total...	17,865	*VI. Kalpakancherry Station.*	
III. Janur Station.			
1. Rayiramangalom...	11,625	1. Kalpakancherry ...	4,835
2. Pariyapurom ...	3,120	2. Klari	4,220
3. Ozhur	5,241	3. Kanaranom ...	4,139
4. Janalur	5,540	4. Iringavar	4,264
5. Pommundum ...	6,180	5. Anantavur ...	4,330
Total...	32,906	Total...	21,788

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In every Amshom there are a few families predominant who hold all others practically in subjection as land-lords or money-lenders. If each Amshom is to contribute one or two members, the elections would only be nominal. The voters would not find a sufficient number of intelligent men to serve as a field for choice at each successive election. The elections would not be free. The Boards would be too crowded and unwieldy. There would be no guarantee that all classes would be equally represented. I would therefore further sub-divide each Circle for the purposes of election.

A certain number of Amshoms may be taken as a group and all the voters of these Amshoms may be required to elect a given number of members to represent that group. I would constitute into a group all the Amshoms comprising the jurisdiction of a Police station. The Amshoms of the division (Pudiangady) are distributed among six Police stations as shown above, of four or five Amshoms each, with a population varying from 17 to 32 thousand. If each group be allowed to elect one member for every 500 of its inhabitants, there would be 25 members in this division. Too many members would make the transaction of business impossible in these infant associations.

Qualification of Members.—The Members of these Boards should be men of influence and respect. Energy, enterprise and illtelligence are wanted more than wealth. But these vague, indefinite expressions cannot be made the grounds of practical decision. There must be an objective standard within the comprehension of all. We are obliged, however, undesirable it may be, to foster the Association of the idea of wealth alone with power and glory, to appeal to material wealth. The mischiefs of identifying wealth with genuine worth may be partially avoided by fixing the minimum of the material qualification of a member so low as to include the middle classes, at the same time high enough to uphold the dignity of the Board in the eyes of the public. I insist upon this latter condition so strongly, because the courtesy titles of Rao or Khan Bahadur would loose their value if bestowed upon men who do not answer to the popular notion of greatness. I consider then that all who pay Rupees 50 or upwards of land revenue or Rupees ten or more of license tax may be eligible as members. Graduates and undergraduates of the Madras University should also be deemed competent to serve on the Boards. If these Boards are to become a real power in the State, if the institution of local self-government is to be any thing more than a farce, then the Boards should have unbridled liberty of thought and expression. It is impossible for those in the Presidency towns (or even for any but the poor ryots who feel it) to imagine the grandeur and power of a Mofussil magistrate. Chingleput has furnished an example never to be forgotten. It needs but the presence of one of these potentates in

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a popular assembly to stifle the voice of reason and conscience. Civil and Revenue officers as such cannot have so much objection as Magisterial officers in this district. I understand that in certain other districts Revenue officers command more power than Magisterial officers. Still when the people voluntarily elect these people, there may be no objection. They must never be allowed to preside. In addition to these, the same grounds of disqualifications should attach to the members of the Local Fund Boards as to jurors and assessors under the Criminal Procedure Code. None but those who can read and write can be eligible as members.

Period of appointment.—The electioneering spirit would be incessantly kept alive and the interest of the members would continue unabated if a third of the members should retire annually. There would be a new Board every three years. There should be a stable element and a changing element in the Board. It is not desirable that the Boards should lose the benefit of the personal experience of all the members by re-electing them all simultaneously.

The President.—The President must be appointed by Government. In the Municipal Towns the nomination may be made by the members subject to the veto of Government. The members ignorant of their own duties and powers going to tread upon unexplored lands cannot be entrusted with the choice of their own guides. It is ten to one that they would pitch upon the wrong man. To organise and bring to a successful issue the scheme of self-government requires a liberal education; an enterprising spirit, zeal and disinterestedness in the Presidents of the Boards. Government must select as Presidents the best educated men available at each station. In the interior there are no educated men except Government officials, and the policy of Government is to exclude Government interference. The least injurious course would be to make a rational compromise between an imperious want and an unavoidable necessity by appointing the most innocent classes of public officers to preside at the Boards. There can be no doubt who these men are who distributed through the Presidency and possessed generally of a sound education and ample leisure are engaged in a duty of love. I cannot do better than quote here a passage from the Administration Report for 1877-78. The Inspector-General of Registration says: "The special Sub-Registrars whose numbers are increas-" ing form on the whole a promising body of public servants. " Most of them are graduates or undergraduates, and there are " several among them who make themselves useful as Municipal " Commissioners, as Honorary Magistrates, and, I believe, as " members of Local Fund Boards." The President should be appointed for three years. The election proceedings must be con-

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ducted before some European official or by a Committee of Native gentlemen—wholly or chiefly non-officials.

Mode of Election.

I feel very diffident to make any suggestion on this point. The simple vote would be the most appropriate form of election. A list can be made and published of all who are eligible as members in a group of Amshoms. On a given day all the voters in a group may be summoned to appear before the officer conducting the election. Each of the voters may be supplied with a card containing his name and general number in the list of voters. He may be required to fill in the cards then and there by writing on it the name of the member he would select and delivering it up to the presiding officers at the election; or they may be asked to subscribe to a paper containing the name of each of the members. Whatever may be the principle approved of, one precaution should certainly be observed. The name of the member for which each individual voter subscribed should be kept confidential for the protection of the voters for acting conscientiously.

* * * *

I doubt whether it would be safe to invest any special member with any power in his jurisdiction. The feasibility of it depends upon the nature and limitation of the powers given.

With regard to the language of the Proceedings I think they should be conducted in the Vernacular. Correspondence with the District Boards and the Annual Report and Returns to be submitted to the higher authorities may be written by the President in English.

SECTION III.

For the adjustment of common matters it would be well to have a District Council to which delegates can be sent from all the Boards. One member should be sent by each Board. When there are several Boards the cost of establishment would be a very heavy outlay on the Local Funds of the District. If each Board is to have an establishment of Rs. 50 per month (consisting of clerks and peons) this District would cost for establishment alone 32×50 Rs. or 1,600 Rs. monthly and Rs. 19,200 annually.

They cannot pay in addition for a Standing District Board. Money in one Circle should not be spent in another Circle. The immense satisfaction that one and all of the natives, to whom I communicated the purport of these proceedings, expressed to me is, that the money collected in the Circle would be spent in the Circle.

SECTION IV.

Local Fund Taxes.—The principle of the present system of taxation is equitable. The only defect is in its administration

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This can be remedied by the Board. A tax on horses would be inconsiderable, but may be levied as occasion arises. The principle cannot be given up. The License tax, as I said above, does not reach any but those best able to afford. There are only 27 persons in this whole division who pay License tax. Levy of toll by every Board would destroy internal trades. A registration of carts and draught animals would be preferable.

Powers of the Boards.—The Boards should have all the powers now possessed by the Municipalities and the Local Fund Boards. The repairs of minor irrigation works may be entrusted to the Boards. There are scarcely any irrigation works in this District.

The temples and endowments are all owned by private individuals or by Uralers. The Boards should certainly have power to inspect markets, prescribe weights and measures, to prevent encroachments on streets; prevent adulteration of articles of food. The Boards should have the power of enforcing sanitary arrangements in the minor towns and villages and public places.

SECTION V.

The President.

The President should be empowered to act on his own responsibility in emergencies, it being understood that he would be liable to be superseded if he exceeded his powers or acted unlawfully. The nomination of the Executive Officers should be made by the President and confirmed only with the sanction of the members. The President should have a general control over all the functions of the Board, viz., Public Works, Education, Sanitation, Vaccination, &c.

SECTION VI.

Government and the Boards.—The principal duties of the Board may be classified as below :—

(1). The levying of the Local Fund Taxes.
(2). Framing the Budget estimates and other periodical returns.
(3). Education.
(4). Medical relief.
(5). Vaccination and sanitation.
(6). The construction and repair of roads, bridges, and buildings.

I would add—(7). The proposal and carrying out of agricultural reforms or in other ways aiding the material development of the country.

I shall review each in order.

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1. Government must of course determine the nature and rate of the taxes to be levied. The Boards may propose the best mode of taxation for the consideration of Government. Taxes must be levied by a special agency appointed and controlled by the Board. The collections should be deposited in a Government Bank or Treasury.

2. The Boards should be required to furnish all returns prescribed by Government. A budget estimate should be framed by the Board and submitted to Government at the prescribed period. Extracts from this budget can be supplied to the Director of. Public Instruction, to the Surgeon-General, the Inspector of Vaccination and the Sanitary Commissioner, that they may offer their remarks on the adequacy of the allotment for each department. Government may then pass such orders as they deem necessary and the order should be binding. The accounts of the Boards may be audited by some person appointed by the President—an honorarium being paid to him. The examination of minute details may be left to the Board itself.

3. The opening of Local Fund Schools tentatively may be left to the Board. When finally established the closing of the schools should be made only with the sanction of Government. The quality of teaching and the qualifications of the educating and inspecting agency should be as prescribed by the Director of Public Instruction. Deputy Inspectors should be appointed by the Director. The schoolmasters and all the minor educational officers should be appointed by the Board. The Deputy Inspectors may recommend suitable men and generally the Board would acquiesce in the nomination. School fees should be determined by the Board. The President should grant leave to the educational officers. The Deputy Inspector is only an inspecting officer. The President should have power to inspect the schools and make any suggestions. When there is a conflict of opinion it can be decided only by the Director. The President or a member should be present during inspection.

4. Medical relief should have the least outlay. The instinct of self-preservation is strong enough to make men look after their physical health. Advice and aid should be given rather than gratuitous medicines. The financial and economic concerns of the Local Fund Dispensaries should be looked into by the Board. In professional matters the decision of the Surgeon-General should be followed. The President should be empowered to inspect the efficient administration of the department.

5. Vaccinators are sanitary officers. They should be appointed and paid by the Boards. Their duties should be prescribed by the Boards. The Deputy Inspector may be appointed by the Inspector. His duty is only to inspect the work of the Vac-

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cinators. The President must have an out-look whether the sanitary orders are carried out.

6. In the matter of Public Works it would be safe to abide by the standing rules until some knowledge is gained of the actual working of the Boards. It would be prudent not to make any departure at the outset from principles of action proved by experience to be sound. Unscientific minds are apt to ruin the Boards by commencing unsuitable works.

7. The Boards may also be very usefully employed in disseminating knowledge of improved methods of agriculture. Suitable arrangements can be made for making public gardens, distributing seeds, &c.

Government must instruct and advise rather than dictate. There would then be no occasion for exercising the interdictory power reserved to Government. The Proceedings of the Boards may be published in a paper that may be started in the Vernacular of each District. The Presidents who show marked success should be approvingly noticed by Government. A healthy emulation would set up between the various Boards.

I beg to remain,
Yours obediently,
T. K. KANNAN.

VITETPUDIANGADY,
24th August 1882.

XI.

The existing system in the Municipality and the Local Fund Boards of this District, cannot be said to work well. There is one Municipality in the town of Cuddapah, and two Local Fund Boards, one the District Board and the other Sub-Divisional Board. Each is working in its own way for the supposed benefit and interest of the District.

What must be said with regard to them is this. The Municipality affords more room for popular education in local self-government than the Local Fund Boards. In the former there is not official interference so much as in the latter. The Commissioners of their own accord manage and supervise the working of the Municipality, and the President is not consulted in the general working or in the management of its internal economy. He is not so much sought after in the periodical meetings, and the Commissioners do not look to his opinion as the most valuable. He is treated there as any other Commissioner, and he is only made the medium of communication between the Municipal Board on the one hand, and the Board of Revenue on the other.

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The town is parcelled out into so many sections, and each section is placed under the charge of one or more Commissioners. Its internal economy is managed by the Vice-President, and he is assisted by the Commissioners in the general working. The Commissioners look after the works within their respective sections, and no payment for such work is made without the counter-signature of the Commissioner of the section on the bills presented. Each Commissioner is supposed to watch the concerns of his section, and to bring to notice at each meeting any malpractices and defects within his own section.

But the Local Fund Board is quite the reverse of what the Municipality is. The President is the moving element of the whole system, and his Vice-Presidents the working machines. The official or non-official members do not take part in the internal economy and management of its affairs, but the former are always careful to attend regularly the periodical meetings, with the intention more of taking that opportunity of seeing their master and superior, of conversing with him, and of pleasing him. The non-official members are more or less irregular in their attendance, and do not in the least appear to take any lively interest in the discussions of the subjects set down for decision. The reasons for this indifference are not far to seek.

In the main division Circle the President invariably presides over the meetings and the Vice-President is generally present. Both of them conjointly do all the work for all the members present. In the sub-division Circle, the Vice-President does what the President and the Vice-President in the main Circle do. The President scarcely attends any meeting in the sub-division Circle, and his knowledge is purely confined to paper communications.

It is left to the option of the members to open their mouth or not when a subject is proposed for discussion. The official members now and then open their mouths and say a few words, whereas the non-official members have a quiet repose in their chairs. In the sub-division Circle the official element does not predominate, as in the District Circle. Before the meeting is actually convened, every thing is kept cut and dried. All what the President or Vice-President does is to put forward the proposition apparently for discussion, to read his own resolution for the information of the members, and to write the same down in the form of a resolution.

The D. P. W. branch of the Board is worked by an engineer, assisted by a staff, under the personal instructions of the President or Vice-President, the education branch by the Deputy Inspectors of the respective Circles, under the instructions of their departmental superior, the Division Inspector. The medical is managed by the Zillah Surgeon, while the sanitation and conservancy are carried out by the Tahsildars.

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Thus it is evident that the individual members have not the slightest means of knowing what is going on in the Board or in the District. They are not allowed to have any share in the internal working and econony of the district, and therefore they take no interest in the working of the system. Want of interest in the members, and of inducement to take any interest in the working of the system, are the chief cause which have led to total failure.

Remedies.

The Municipal Board serves as the model for the working of the Local Fund Boards. The Commissioners as a body have some experience of the Municipal Government, and they will, therefore, be the sure guide in the matter of local self-government. The respectable inhabitants of the Town may be supposed to know the working of the Municipal system, whereas the members of the Local Fund Board and much less the general public, do not know any thing of the working of the system of the Local Fund Boards.

It is desirable, therefore, to do away with all the distinction between the Municipal and Local Fund Boards. There should be one Board for the whole district, as some of the members of the former are also members of the latter. The invidious distinction of calling the same gentleman by two different titles in one and the same place, is rather too much for intention. The same gentleman sides with the Municipality in the Municipal Board, and opposes the Municipality in the Local Fund Board.

From the one Board, which should be constituted for the whole district, members in the Head Quarters should form themselves into a Managing Committee, look after the practical working of the whole system, audit the accounts of receipts and disbursements, and be the medium of communication between the Government and the Committee in the interior. All communications with the Board of Revenue should cease, and in its place the Government should become the chief controlling authority. If necessary, the Government should appoint an Under-Secretary in the Revenue or Political Department, and to him the Account Department should also be transferred. The Local Boards should have nothing to do with any department of Government but the Government itself. For supervising the working of the system it would do well for the Government to appoint one or two Inspectors to give advice and suggestions to the several Boards during his or their tour of inspection.

The District Head Quarters of each district being the centre of education, knowledge, intelligence and civilization, it is easy to find men fit to occupy seats in the Managing Committee. The elective system can very well be instituted there, and all the members of the Managing Committee should as a rule be elected.

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Any deficiency in the requisite number by means of election, should be supplied by selection. The elected members should be given the option of appointing office-bearers among themselves, and of selecting as many persons as may be necessary to make up the deficiency.

For the purpose of managing the internal affairs, each large Town and each Taluq should have a Board of its own. The present Municipal Board should be allowed to remain as it is, and the members thereof should, if convenient, form the Managing Committee. All the available intelligence in each Taluq, including the public officials, should be allowed a share in the working of the system. Each Taluq should be parcelled out into as many sections as may be convenient, and for each section there should be selected one or more members. All the members in each Taluq should constitute themselves into a Sub-Committee for the purpose of carrying out the instructions of the Managing Committee and to provide for and satisfy the local wants.

The entire Board in a general meeting should elect a President, a Vice-President, a Secretary and a Treasurer, tenable for one year, from among the members who form the Managing Committee. Each Sub-Committee should likewise have the power of electing a Vice-President or Chairman and such other office-holders as the requirements of each Sub-Committee may demand. The power of calling for general meeting should be vested in the Managing Committee, and each Sub-Committee should be empowered to send delegates to represent the views and requirements of such Sub-Committees. All office bearers and ordinary members must be allowed to take part in the general discussions of subjects common to the whole Board. The delegates should not be allowed to take part in the discussion of subjects relating to the Sub-Committees which they represent.

SECTION I.

It had been already stated that each Municipal Town and each Taluq should form a Circle or Sub-Board. The Divisional officer's range will be too large for management, and the Sub-Registrar's may not be and is not in many cases conterminous with Taluqs. As to the area of each Circle, the division of each Circle into sections, and the increase of number of men to represent each section, have already been stated.

SECTION II.

The system of election should at first be confined to Municipal Towns and also Commercial Towns where there is no Municipality, and gradually extended to the interior. The Managing Committee should be subject to election by the general

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public and the office-bearers by the members. This can be at once introduced in the Town of Cuddapah, and a privilege of this kind could also be extended to a town like Prodattur. Not less than one-third of the members should be subject to election.

All persons who are not day laborers working for wages should be allowed the privilege of voting. This would necessitate the exclusion of those proprietors of land who pay an annual rent of 10 Rupees and more to Government, and still work as coolies. The Village artizans, however, should be made an exception, if they pay an annual rental of 10 Rupees, as they are generally intelligent and well informed.

Simple vote is the best and will be well suited. In some cases election by tract and election by ward will be found to be answerable. There are many towns and villages where the people are divided into factions. In such places election by faction corresponding to election by caste, will be welcome. There are no Zemindars in this district, but there are petty Jahgirdars and Shrotriamdars, of whom each should be allowed to send a member to represent his estate.

There should be as many members as there are sections into which the district may be conveniently divided. Each large town, such as Proddattur or Madnapally, may for this purpose be considered to be a section, and on account of their importance two members may be allowed for each. Social position, intelligence, and education should ncessarily be the qualifications for a member. This of course will bring in public officials as well.

As was already stated all the available intelligence in each Taluq will at once be elected, and among them one or more members according to the requirements of each section, will be elected. The elected members will continue to be members for two years and then retire. The remaining persons will be submitted for election to fill up vacancies. The election system should be repeated at least once in five years. For some years to come this system will be found to be absolutely necessary, as the people are not conversant with the elective principles. The voters will be in a great funk to elect a man, and candidates for election will be wanting in courage to offer themselves for election.

The Jamabundy officers are the fittest persons to superintend the election proceedings. Majority of the officers are Europeans, and the Jamabundy time is the best suited. After a few years, say five, each Sub-Committee may be given the option of superintending the operation on its application. It will be difficult for a Committee of non-official gentlemen to go about the district for this purpose.

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SECTION III.

The questions under this Section had already been touched upon in detailing the remedial measures.

SECTION IV.

All the Municipal taxes now existing should be retained, except the land tax. The additional taxes which I would propose for the interior of the district are:—

(1.) Taxes on trade and professions.
(2.) Vehicles engaged in trade above should be taxed.
(3.) Tolls on bridges, at fares, &c.
(4.) The land tax now levied will be common for the whole District including the Municipal Town.

Many towns and many traders enjoy the benefit of the Local Fund institution, without contributing their own quota. What is collected in the way of land tax from the ryots, is utilised more for their benefit than for the rate payers. Therefore they ought to be taxed.

The additional duties which I would propose that the Boards should undertake, are—

(1.) The management of the religious and charitable endowments of all kinds without making any distinction of creed or caste, as all creeds and castes are expected to become members of the Board.
(2.) Assisting the public in agricultural and manufacturing operations with all the modern scientific improvements.

SECTION V.

The mode in which the nomination of the President and other officers should be made, had been already sketched out. The President and other officers should have only executive functions, and should not be invested with any power independent of the Managing Committee. All the works, as far as practicable, should be carried out under the direct supervision of the members, and even if the paid officer of the respective Boards carry out the work their bills should be counter-signed by the section member, and their work checked by such a member, and certified.

SECTION VI.

The questions involved in this section had already been touched upon. The duties which are imposed upon the Municipality and Local Fund Boards, must be gladly accepted with slight modifications. When both come under the control of one

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Board, a middle course will have to be followed. The control which the Government have over the Municipalities can be fairly accepted at present. When some experience of the working of the new system is acquired, a modification can be effected.

A. CUPPIAH.

CUDDAPPAH,
28*th July* 1882.

XII.

The Secretary to the Reading Room, Trituraipoondy, has sent the following extract from the Proceedings of the Reading Room Committee, Trituraipoondy, dated 17th August, 1882.

SECTION I.

The Sub-Registrar's jurisdiction being neither too small nor too large and capable of supplying sufficient funds and members to conduct the business, it may be selected for the purpose of jurisdiction.

SECTION II.

The selection of members should be left entirely to the management of the people and Government should have no hand in the matter.

Mirasidars, Zemindars, tenants under Zemindars, all Inamdars, all tax payers under the License Act, all pensioned officers under Civil Pension Code in the superior service, and all persons who have passed any of the examinations prescribed by Government, are entitled to vote. Government servants, minors and lunatics, are particularly excluded. Provided that, assuming that the highest number of vote should be little more or less than one-tenth of the population of the range, the qualification of the Mirasidars, Zemindars and tenants under them, are to be determined as follows. After deducting the number obtained from the other classes above named, the remainder must be made up by the payers of larger sums than others as land assessment. No cumulative vote is necessary in as much as the member elected should be a popular man, and that the rich elector would always have his train of supporters. The qualifications for a member should be the same as those of an elector. Each range should be divided into as many Circles as there are members, and a member should be selected from the residents of each Circle. The Board should consist of 7 members, and for this purpose the villages of the range should be grouped into 7 Circles. The period during which each member should serve is three years, at the expiration of which time he should retire, but he should be eligible for re-election. The Sub-Registrar should be authorized to superintend the election. He

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should be the *ex-officio* President of the Committee, made up of himself and four non-official members selected by the central Committee.

SECTION III.

The adjustment of matters of common interest amongst the several Municipalities and Local Fund Boards, should be vested in a standing District Board, which should be presided over by a paid Chairman, assisted by members to be appointed by Government, at the rate of one from each Local Board. This District Board should have the power of alloting money collected in one Circle for the purpose of another when it is for the benefit of the contributing Circle, of auditing the accounts of the Local Boards, disallowing the dismissals of Local Fund servants by the Presidents and Members of Local Boards, and of calling for such reports necessary for and incidental to the exercise of such powers. The quorum of the District and Local Boards for the purpose of conducting business should be one-third of the whole number of members in the District Board, and three in the Local Boards. Any member of the Local and District Boards who absents himself without leave for three successive meetings should be liable to be fined a small amount or be censured by the District Board and the Government respectively.

SECTION IV.

The rates and taxes and the purposes for which they are to be applied should be the same as they are now regulated by the Municipal and Local Fund Acts. The repairs of Minor Irrigation works may be entrusted to the Boards with advantage, provided that a suitable allotment from the imperial funds be made to meet the expenses. For the purpose of this transfer and allotment Minor Irrigation works should be taken to mean, the irrigation works irrespective of the main channel or channels, tanks, &c., irrigating not less than 200 acres. The Local Boards can be invested with the superintendence of charitable institutions, but can have no direct management of the business and funds of such institutions, which must be administered by the trustees appointed by them. In the conduct of such, the trustees must be guided by the rules framed by the Local Boards and sanctioned by the District Boards. The Local Boards should be empowered to inspect markets, to examine weights and measures, to prevent encroachment on streets, &c., but in all these things they should act subject to the orders of the District Boards.

SECTION V.

The Local Board should elect their own President and Vice-President subject to the confirmation of Government. The Vice-

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President should be the executive member, and should be charged with the carrying out of the resolutions of the Boards and with the duty of laying before the Committee all things that require disposal by the Board, of keeping the necessary accounts and the general superintendence of the office establishment. The Committee will have power to bring any question before the Board for disposal and discussion according to the opinion of the majority. The President has a casting vote. Any power to act independently of the Board should, on emergent occasions, be given to the Vice-President by the Boards themselves, as they think proper. But the exercise of such power should be reported to the Committee in its next meeting and disposed of in the usual course. Selection of officers by the Vice-Presidents should be subject to the approval of the Local Boards. Each member should be vested with power to superintend the Local Fund works within the area he represents, and should submit his report for the orders of the Local Boards.

SECTION VI.

The Local Board through the District Board should obtain the sanction of the Local Government for the purpose of raising loans, imposing taxes, interfering with any matters involving religious questions or affecting the public peace, and the like. Local Government should have power in the event of gross and continued neglect of any important duty, to suspend the Board temporarily, and to invest the District Board or a special officer with power to execute the office of the Local Board until the neglected duty is satisfactorily performed, after which a fresh Local Board should be elected. This should be done by the Local Government subject to the sanction of the Supreme Government. The Local Board should be bound to supply the Local Government such statistical reports as may be prescribed by them from time to time.

XIII.

The Secretary to the Reading Room and Library, Chatrapur, has sent the following:—

While thanking the Viceroy and the Governor-General for his benefaction to the sons of India by the promulgation of the recent minute on local self-government, the members of the Reading Room and Library at Chatrapur have taken an opportunity of expressing their views on the subject. The subject has been discussed at length at five meetings of the members and their resolutions are briefly given below:—

I. The members are unanimously of opinion that the local self-government scheme should be tried in this District. A

majority of the members are of opinion that it should be extended throughout the whole District at once, while myself and our President are for trying the experiment first in the Municipalities and then to gradually extending it to the rural parts.

The District should be divided into three Circles, Chicacole Taluk inclding Parlakimedi and other Zemindaries in the Sub-Division being one Circle, and the present Chatrapur Circle being divided into two parts, Goomsur Taluk and the Aska Sub-Magistrate's Taluk being formed into one Circle, and the rest another. The three Circles thus constituted will have villages and population as shown below. Municipalities will as at present form separate constitutions.

		Villages.	Population.
1.	Chicacole Circle...	1,740	5,45,162.
2.	Berhampur do....	1,510	5,32,460.
3.	Goomsur do....	1,525	3,57,642.

The proceedings of the Boards should be recorded in the Vernacular language of the District.

II. The system of election should be introduced at once into the Municipalities of this District. The election to be by the whole tract or groups fixed with reference to the area, number of villages population, &c. Exception can be made in the case of Zemindaries proprietors, persons paying a license tax of Rupees 50 and upwards, Inamdars paying a quit-rent of Rupees 50, and upwards and persons of good learning. In towns simple votes should be adopted. This system should also be introduced into the Local Fund Circles. Although some difficulties may at first be felt in regard to persons capable of understanding the benefits of this scheme thoroughly, yet it is very desirable that an attempt should be made to teach the people with this political education. The election should be partial in all the Local Fund Circles. Two-thirds of the members should be elected by the people and one-third appointed by Government.

The qualifications of the voters should be as follows:—

(*a*) All agriculturists paying to their land-lord a kist of Rupees 30 and upwards either in money or in kind.

(*b*) All persons paying License Tax.

(*c*) All Zemindars and proprietors of estates.

(*d*) All Inamdars whose income is not less than Rs. 50.

(*e*) All Renters in the Zemindari Taluks.

(*f*) All Persons who are qualified by public examinations down to the Middle School examinations and well-known Pandits.

The number of members should be fixed for groups of villages. The member should be well circumstanced, intelligent, and a resident of the Circle, a resident of the group being invariably preferred to a non-resident.

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The majority of the members are in favor of excluding all Magistrates, all Police officers and all such Government officials as are likely to influence the aforesaid. All Europeans and Eurasians should be excluded. The official members should not be more than one-third of the total number of the Board. The election should be made at the end of every three years, the members being eligible for re-election. The superintendence of election proceedings should in the first instance be undertaken by the Government, this being the only agency that can successfully work it with greater ease than any other body.

III. There should be no separate District Board, delegates being sent from each Municipality and Circle Board to settle matters of common interest, to meet as occasion may require. The number of delegates from each Municipality or Circle Board should be two to be selected by the Boards. Money collected in one Circle should not be transferred for the purposes of another. When money is wanted, loans may be raised.

IV. The existing rates and taxes in the Municipalities and Local Fund Boards should continue to be levied, except the tolls on carts, &c., levied on Local Fund Boards. In addition to these the imposition of an income tax on public servants and on clerks, &c., of the mercantile and other offices drawing Rupees 50 and above per mensem is desirable. The pleaders and law agents in the Local Fund Circles should as well be taxed. It is observed that the above class of persons are not yet subjected to taxation. No other form of taxation renders Local Boards popular. It is however necessary that the Government should make over to Local Boards the license tax assessments and collections. Registration of carts and draught bullocks is as condemnable as the levy of tolls.

In addition to the present duties of the Local Boards, the Municipal and Local Fund Boards may safely be entrusted with the management of Devastanums, power to inspect and regulate markets, to prescribe weights and measuress, to prevent encroachments on streets and ways, to see that injurious adulterations of articles of food are not made. The Local Fund Boards should also be entrusted with the charge of Minor Irrigation Works, the Government making to them a suitable grant of money for the purpose. The execution of these works will be placed in the hands of the villagers concerned, supervision being exercised by the members of the Board. As regards the Devastanums, the Local Boards should have the power of supervising the appropriation of funds, the appointment and dismissal of servants and summary ejection of the dismissed servants, and examination of accounts periodically. The Local Boards should have indispensably the power of summarily turning out dismissed or suspended servants who may however have redress in Civil Courts should they feel aggrieved by the action of the members. It is true

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that the Local Boards consist of members of various sects and creeds, but each sect or creed will form a Sub-Committee to manage the business of their own sectarian religious institutions. The members of one sect should have no concern in the religious observances in the institutions of another sect, subject however to this exception that orders of dismissal if considered illegal by the party may be revised and that any cases of malversation settled at a full meeting of all members. As to weights and measures, the Local Boards should have the power to prescribe them and to certify the existing ones and to confiscate any that may be found to be false. The offenders will then be charged and placed before a Magistrate. As regards the adulteration of injurious articles in food, the same powers as above should be possessed by these Boards. Encroachments on streets should be removed summarily subject to a civil suit.

V. It has been said above that all Magistrates, Police officers, and some other servants of Government, all Europeans, and all East Indians should not be competent to be members of the Local Boards. It is however necessary that the Government Officers should render every reasonable and lawful assistance to these Boards, but should in no way interfere with their working as hereinafter mentioned. The members should have the power of electing their Chairman, the Government having no power of veto. The President can have power to act in case of emergencies without reference to the Board, subject to its approval at its next meeting. The power of selection of officers to carry on Local Fund duties should in the case of some rest with the President and in the case of others rest with the members. The member for the groups should be entrusted with the supervision of the works in the area which he represents if he undertakes to do it. Such a member should have some special powers to render the supervision effectual.

VI. The framing of rules, &c., is a matter of detail, dependant on the above. One thing however may be noticed here. Any member guilty of misconduct or neglect of duty will be reported by the Local Board to Government who may either dismiss him or otherwise deal with him. The local Government may on the motion of any aggrieved party have the power to revise the decision of a Local Board on the question of a member's misconduct or neglect of duty.

I beg to remain,
Sir,
Yours faithfully,
R. D. RUNGANADHUM,
Secretary.

21*st October* 1882.

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XIV.

The following extract from the Proceedings of the Hindu Mutual Improvement Society at Berhampore held on the 26th idem, in connection with the local government scheme as it is applicable to the Municipalities in Ganjam has been sent.

*   *   *   *   *

I. Resolved unanimously, that the elective system be at once introduced into the Berhampore Municipality, the proportion of the elected to non-elected being $\frac{3}{4}$ to $\frac{1}{4}$ (carried by 9 against 2 votes) and voting by the whole town be adopted for the present.

II. Resolved, that no person be competent for voting who has not attained his majority under the law of the land for the time being in force; provided that, in the case of minors who are rate-payers, they be allowed to vote by their guardians.

III. Resolved, that subject to the restriction of age, persons of any of the following descriptions be competent for voting:—

(*a.*) Those that pay the Municipality a rate or tax of, or both put together, not less than Rupees 4 per annum (carried by 10 against 1).

N. B.—The occupier of a house is deemed to pay the tax to the Municipality in respect of the house that he occupies.

(*b.*) Those that pay a License Tax of Rupees 10 (carried unanimously).

(*c.*) Those that have passed the Middle School, General Test, or Fourth Grade Examinations.

(*d.*) Those that draw a salary of Rupees 10 or more per mensem, whether public or private.

(*e.*) Those that draw a pension of not less than Rupees 5 per mensem from Government.

Provided that persons dismissed from Government service and declared ineligible for re-employment in public service, and persons convicted of offences of a heinous character be ineligible for voting.

IV. Resolved unanimously, that no person be eligible for membership who is not a resident of the Town and who is not above 21 years of age.

V. Resolved that, subject to the restriction of age and residence, persons of any of the following descriptions be eligible for membership.

(*a.*) Those that pay a Municipal rate or tax of, or both put together, not less than Rupees 25 per annum.

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N. B.—The occupier of a house is deemed to pay the tax to the Municipality in respect of the house that he occupies.

(*b.*) Those that pay a License Tax of not less than Rupees 25 per annum.

(*c.*) Those that draw a salary of Rupees 50 and more per mensem, whether public or private.

(*d.*) Those that have passed the First Examination in Arts, and all persons qualified by their examinations for the office of Deputy Collector, or District Munsiff.

(*e*). Those that draw a pension of not less than Rupees 50 per mensem from Government.

N. B.—No class of public servants is to be excluded by reason merely of holding a particular office.

Provided that persons dismissed from Government service and declared ineligible for re-employment in public service, and persons convicted of offences affecting moral character be ineligible for membership.

VI. Resolved unanimously, that the official element should not exceed a third of the total number of members.

N. B.—The term "official" is to be restricted to Police officers and to persons who are salaried officers exercising judicial powers.

VII. Resolved unanimously, that no elected member be entitled to serve for more than two years except he be re-elected at the end of that term.

Provided that no member going away from the station for more than six months consecutively shall have a lien on his seat in the Board except he be re-elected.

Provided also, that any member being in the station and still absenting himself for four successive meetings without reasonable cause, shall have a notice served on him to explain the cause of his absence, and if no satisfactory explanation be given within two months or if he should absent himself for three months consecutively, his seat shall be considered to have been vacated.

VIII. Resolved, that the Chairman be elected by and out of the members, provided he be a person possessing a good knowledge of the English language and the vernacular of the district other than a Police officer or salaried officer exercising Judicial functions.

IX. Resolved, that the election of the Chairman be not subject to the veto of Government, and that the Chairman exercise the same power as those exercised by the ex-officio President or Vice-President under the the Town's Improvement Act: provided that all appointments of Rupees 10 and more per mensem be subject to the approval of the majority of the members at a meeting.

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Provided that if three of the members should desire a change the Chairman shall be bound to vacate the chair.

X. Resolved unanimously, that the Municipal Boards for the time being supervised, the election proceedings by supplying the persons qualified to vote with the list of candidates eligible for membership, which list they have to prepare and publish before hand, and instructing the voters to elect out of the persons mentioned in the list such persons as they like and such number as is required, the votes thus obtained being there tabulated and the names of the members returned by a majority of votes, announced finally.

XI. Resolved, that the superintendence and management of religious and charitable Institutions be entrusted to the Municipal Boards, the objection on the score of the members of the Board being of various religious sects being got over by Sub-Committees formed of persons professing the religion to which the Institution appertains being entrusted with the superintendence of the same.

XII. Resolved, that any member be removed by the Board for misconduct or gross neglect of duty, subject to the approval of the Local Government.

XIII. Resolved, that the Government continue to exercise the powers vested in them by the Town's Improvement Act except in the case of prescribing rules under Sec. 29, directing contributions to be paid under Sec. 30, and directing salaries to be paid to Inspecting Officers, the appointment of such officers being a legitimate charge on the Imperial revenue.

XIV. Resolved, that the orders passed by Government on Municipal Budgets under Section 33 be binding on the Board, provided the Board is given an opportunity of reconsidering their Budget with reference to the proposal and amendments made by the Government.

XV. Resolved, that a copy of the above rule be published in the local paper and another sent to the Madras Native Association.

By Order,

M. N. RAMAMURTI,
Secretary to M. T. Society,
Berhampoor.

SIR,

In continuation of my letter No. 3, of the 7th ultimo, I beg to send you an enclosure Extract from the Proceedings of the Hindu Mutual Improvement Society at Berhampoor, held on the 26th idem, in connection with the Local Government scheme, as it is applicable to the Municipalities in Ganjam.

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The members are of opinion that it is premature to introduce the system *on any extensive scale* into the Local Fund Boards of the district. They have therefore deferred the consideration of your questions bearing on the Local Fund Boards pending the receipt of certain data regarding the fiscal and intellectual condition of the several Taluks of which the district is composed.

I am,
Sir,
Yours faithfully,
(Signed) N. RAMAMURTI,
Secretary to the H. M. I. Society,
Berhampoor.

7th September 1882.

XV.

In the Coimbatore District there has, I believe, been hardly any overriding of the non-official by the official members. I attribute the failure in this District to the defects in the existing system itself for which the Legislature and the Local Executive Government are to blame rather than any particular individual, such as the Collector of the District or other official. Entering into detail I may mention the following facts as among the causes of failure of the attempts hitherto at local self-government in this District.

(1.) That the official element was a little too expensive for the purpose.

(2.) That the so-called non-official members were all nominated by the Collector or his subordinates.

(3.) That the members so nominated were either gentlemen of such poor education as could give them no idea of the principles of self-government as understood by the British nation, or gentlemen who though sufficiently educated for the purpose were wanting in interest and local knowledge and in the opportunities to acquaint themselves with matters as well as the official members.

(4.) The non-official members were too far removed from the place of meeting and from the locality to which the matters under discussion related for them to attend meetings regularly or to take real interest in the discussion.

(5.) That the official members were unwilling to go against the views of the European official members.

(6.) The non-official members felt probably as if they owed their appointment to the Board to the Collec-

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tor or his subordinates, and so, were unwilling to pronounce any opinion opposed to the Collectors even where they had the capacity to form such opinions.

(7.) That when a good Collector pressed them to give their own independent opinion, the effect was no better, as the liberty of speech expected was looked on by them as granted to them as an act of grace and condescension than as a matter of right.

(8.) That the native members, both official and non-official, only realized their position at the meetings more as that of ministerial advisers to the Collector at best than as that of independent joint actors in the work of self-government.

*   *   *   *

The difficulties in the way of reform contemplated by the Government of India in view to secure better results from attempts at self-government, will, at the outset, be no doubt great and many. But want of knowledge required in the members will certainly not be one among them even in this District. The chief difficulties will be, I apprehend, (1). Indifference or want of interest or willingness to do any thing which does not concern one's own individual self. (2). Irregular attendance or frequent absence of individual members from meetings. (3). Want of native gentlemen possessing sufficient education, public spirit, social influence, and leisure, a combination of all of which qualifications is required for performing the functions of President or rather the executive head of the Local Committee.

Happily none of these difficulties are so great that they cannot be overcome in a great degree if not altogether, provided there is a will and an earnest determination to overcome them on the part of those entrusted with the duty of carrying out the reform; whether these be the public or the Government officers at the Presidency and in the provinces, and provided too that suitable means are adopted, care being taken to avoid extremes either way. I may state that in regard to the first difficulty noted above the establishment of Local Fund Boards at every Tahsildar's or Deputy Tahsildar's station, the introduction of the elective system on a larger scale, the expenditure of the Local Funds raised in a Circle so as in the main to benefit that Circle, greater consideration to the opinions of the non-official members than is now the case, the greater proximity of the Head-Quarters of the Local Fund Board to almost every village in the Circle, so that no non-official members need labour, under the disadvantage of not knowing any thing, about the locality to which subjects under discussion appertain, the conduct of all the proceedings at the Board in a language understood or likely to be understood by the great majority of the

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members, the publication of the proceedings in such a manner, that not only the resolutions at the Board, but the utterances of each individual member, before the Board arrived at each resolution may become known to the public in the language of the District in print, the circulation of lists of subjects and all the papers to the members in sufficient time before the date of meeting, and greater accessibility of the Local Fund Office and its papers to the members, where a particular member wishes to get access to them to better inform himself—these measures will go a great way to remove the first difficulty. As regards the second difficulty noted above, I regret that our landed gentry, who after all must be deemed the proper instruments for carrying out the measures taken for self-government, are so selfish and indifferent that they are not likely to learn regularity without some gentle force at least, being provided for by the Legislature. I would not be sorry to suggest a legal remedy, such as that which has been so successfully applied in our Courts of Sessions in the case of gentlemen sitting to assist our Judges as Jurors or Assessors. The actual expenses incurred by the members coming to and returning from the place of meeting of the Board, may be paid to them as is now more or less the case, but where they fail to attend without proper cause, they should be liable to be fined by the President at the meeting or other competent authority in a reasonable sum, and for repeated default of that kind, they should be declared ineligible for membership for a term of years; and these punishments should be notified, so as to become known to the public in the same way as the Proceedings of the Board. I beg to be excused for suggesting such a severe measure, but I believe that without some such provision, it is not likely our men of property in the country can be induced for the present to attend the meetings regularly. The rate-payers and the public generally elect members to represent the public, and the interests of the public together with the benefits to accrue from the good resolution of the Government of India, are not to be sacrificed on account of a few delinquent members who may unfortunately fail to realize their position and their responsibilities for the public zeal. True benevolence and true patriotism will not be deemed, I trust, inconsistent with a desire to punish individuals who have no regard for interest of the public who may have elected them as their representatives and placed confidence in them and their public spirit,—and to teach them habits of greater regularity in a cause by no means mean. As to the third difficulty noted above, I fear it is not so easy to conceive an effective remedy to the satisfaction of all of us. I do not think it will be possible in this District to secure a duly qualified gentleman among the non-officials for the office of executive head of a Local Fund Board except perhaps at the head quarters of the District. At Coimbatore, the members

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may be left to elect an executive head, but in the Taluqs, I think it will be best to declare a native official of rank to be *ex-officio* executive head of the Local Board. It is just possible that occasionally a non-official gentleman commanding the needful qualifications may be forthcoming, as at Oodoomalpettah, from among the ryots or merchants. In such cases an executive head may be left to be elected by the public at large, or by their representatives, viz., the members.

SECTION I.

3. The area of the jurisdiction of the primary Boards should be, I think, no larger than a Sub-Registrar's Range, which in this District represents either a Deputy Tahsildar's Range or a Tahsildar's *minus* the Deputy Tahsildar's Range. It is not expedient to reduce the area to a *Hobli,* a familiar name used in this District for groups of villages ranging from 10 to 12 villages, all lying within 5 or 6 miles of the centre of the Hobli. It is important that the area fixed to serve as a Circle ought to be such as to contain among its residents one or two native gentlemen of decent education and some knowledge of political institutions, so that they may be a source of some information to the other members as regards forms to be observed at the meetings. For this purpose the Hobli is unsuited. Nor is there any good reason for making the Circle area to be a Division Officer's Range, seeing that the Division Officer's Station, usually a Taluk Cusbah, at any rate in this District, contains no more men of education than any other Taluk Cusbah.

Surely the proceedings of the primary Board should be conducted in the vernacular language of the District, if these Boards are to be a success at all. I do not think that any incovenience will result from this arrangement, and if any is apprehended, it must be small as compared with the advantages that the arrangement will confer on the members and the rate payers. As a compensation for the small inconvenience, I should not object to a translator being employed in one of the District Offices whose duty it should be to translate into English for the information of the District Officers and for publication in the Gazette, the proceedings of the various Boards in the District, and whose pay, which may be fixed say at Rupees 50, should be disbursed out of a contribution raised from such Local Boards. All the discussions at the meetings should take place in the vernacular as a rule, so that there may be facilities for free discussion of subjects at the meetings in which all the members may take an intelligent share whether knowing English well or ill or not at all.

SECTION II.

4. I see no objection whatever to adopting the elective system at once in all Municipalities or even in the single Local

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Fund Board now existing, or in all the Local Fund Boards which may hereafter come into existence. I consider it highly important to, at least, offer to the choice of the rate payers in every Circle the elective system, subject to withdrawal of that system in cases in which after such offer is made the rate payer show themselves by their indifference or in other ways absolutely unwilling or unfit to avail themselves of the privilege conferred upon them. I am, however, for adopting the elective system only partially in respect to each Board, and would fix the proportion of members to be appointed by Government whom I would call official members at one-fourth at Cusbah Coimbatore Town Board, and one-third at each of the other Boards in the District.

For the election and other purposes, I would propose the following rules:—

(1.) Every adult male ryot, inamdar, Zemindar, and every tenant under a Zemindar paying not less than one rupee in the shape of land cess as a contribution to the Local Funds, to have a vote in nominating a member.

(2.) Every artizan, money-lender, trader or other person paying either a license tax or a professional tax, to have a vote.

(3.) Every adult male, wanting in either of the said qualifications, but owning or occupying a taxable house, to have a vote.

(4.) Every graduate or undergraduate of any University who has resided in the Circle for a year.

(5.) No election to take place by the simple vote system, *i. e.*, every single individual possessing one or other of the qualifications noted above being allowed to vote for a member.

(6.) No one to have any such thing as a cumulative vote; the poor being equally interested with the rich in the maintenance of such public institutions as schools, hospitals, roads, markets, and it being important for the interests of the community generally, that the former should have an equal voice if possible in the management of affairs concerning such institutions.

(7.) The tenants under a Zemindar to have the power to vote equally with and independently of their Zemindar.

(8.) Persons in the employment of Government in its executive departments, such as the Police Department, the Revenue department, including all

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its branches, such as the Salt and the Forest, the Public Works Department, especially the Irrigation branch of it, to be ineligible to vote for a member.

As to the number of members constituting the primary Boards whether urban or rural,

(1.) Every Circle forming the jurisdiction of a Board, should be divided into convenient divisions, their size being determined with reference to area in the case of the rural Boards, and with reference to the number of houses and population in the case of the Town Boards.

(2.) Each division in the case of Coimbatore Town Board, in respect of which the proportion of the official to the non-official members is to be one-fourth or as 1 to 3, should elect and send up three members.

(3.) Each division in the case of every other Board, whether urban or rural, to elect and send up two members.

(4.) *All the electors in a division* to vote for every one of the members assigned to that division.

(5.) In arranging divisions, with reference to area, care should be taken that each division represents a number of entire villages, not one of which is more than five miles from the centre of the division.

(6.) The division should, if possible, be so arranged that a place of public resort, such as a wealthy market, (*shandee*) may happen to be in its centre with such other additional facilities if they exist, as a Post Office or village Receiving House, a Police Station, a recognised Temple, a public Choultry, or a Bungalow, School, &c.

(7.) No one to be eligible for a membership, unless he is,

(*a.*) The owner of lands situated in the division assessed at not less than Rs. 50 of land revenue, whether paying the assessment or exempted wholly or partially from paying it.

(*b.*) The owner or occupier of a house situated in the division and of the annual rental of Rs. 30.

(*c.*) One whose lawful private emoluments amount to not less than Rs. 500 per annum.

(*d.*) A Government servant in receipt of a monthly pay of not less than Rs. 50.

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(e.) A graduate of the Madras University of, at least, three years' standing, and of one year's residence in the division.

(8.) Officers of the Revenue, Police and Public Works Department to be ineligible for membership, except when duly elected. Government should not have the power to appoint them members.

(9.) Government officers of the above named classes to have no power to canvass votes of the electors.

(10.) The proportion of members allowed to be appointed by Government, called above official members, may be such persons as Government may select, whether Government officers or private individuals. There need be no further limitation as to the numbers of official members when the system of election is adopted.

(11.) The election to take place once in three years.

(12.) One non-official member for each Division to vacate his seat annually.

(13.) The Board to select at the end of each year the member for the Division who is to vacate his seat at the end of that year.

(14.) The member that has been the least regular in attendance or in a Board where all the members are regular, the member that has brought forward the least number of proposals or motions at the meetings during the year to be selected by the Board for vacating a seat for the Division.

As to who should superintend the election proceedings, I think that there will be no harm in entrusting the Sub-Registrars with the duty. Preference should be given to the District Moonsiff in Circles where there is such an officer.

I fear that for some some time to come non-official agency will not do well enough for the purpose of superintending election proceedings. In the absence of a District Moonsif in the Circle, it would be advantageous to associate with the Sub-Registrar one or two non-official gentlemen in the work of superintending election proceedings.

SECTION III.

PARA. 5.—When the Taluq or rather the primary Boards have become well established and permanent institutions of the country so as to command the confidence of the public, it will be then time, I think, to consider the advisability of having a *standing* District Board, which I would certainly prefer to any fluctuating

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Board for several reasons in view to the adjustment of matters of *common interest* to the several Municipalities and Local Fund Boards. Meanwhile I should advocate the formation of a District Council for the purpose of such adjustment. This Council should hold its meetings at the District Head Quarters and be composed of the undermentioned personages as President, Vice-President and Members :—

				No. of persons in the District.
(*a.*)	The Collector of the District as ...	President.	Ex-Officio	1
(*b.*)	A native gentleman ...	Vice-President.	Elected by the members of all the Primary Boards and *salaried.*	1
(*c.*)	The District Engineer ...	Member.	Ex-Officio.	1
(*d.*)	The Zillah Surgeon ...	do.	do.	1
(*e.*)	The Dy. Inspectors of Schools of the District ...	do.	do.	2
(*f.*1.)	The Dy. Inspectors of Vaccination in the District ...	do.	do.	2
(*f.*2.)	The Tahsildars of the Taluqs in the District.	do.	do.	10
(*g.*)	All the Presidents of the Primary Boards ...	do.	do.	16
(*h.*)	The Vice-Presidents of all the Primary Boards ...	do.	do.	16
(*i.*)	The Member in each Primary Board that has attended the *largest* number of meetings of the Primary Board in the preceding year.	do.	do.	16
(*j.*)	The member in each Primary Board that has made the largest number of motions at the deliberations at the meetings of the Primary Board ...	do.	do.	16

Thus there will be 17 important officials and 65 non-officials empowered to sit at the District Council, there being in this District 16 Sub-Registrars' Ranges. The interests of the rate payers will be zealously watched by the non-officials, while the 17 officials, all of whom hold important and responsible positions under Government, and whose knowledge and experience

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will be invaluable, and whose interest in the good administration of the Local Fund would be as great as that of the rate payers, will watch and secure that matters of *common interest* are in no way neglected, and are well attended to.

The paid native gentleman selected for the office of Vice-President of the District Council will be the executive officer of the District Board. He should be a gentleman of good education and physique and able to ride, and should combine in him a good knowledge of both English and the language of the District, and be, if possible, a permanent resident holding property in the District, and with these qualifications willing to serve his District efficiently as Vice-President and the chief executive of the District Council receiving, not so much as a proper remuneration for his able services, but as an honorarium of say Rupees 200, together with travelling allowance or batta for time spent in judicious travelling in the District on duty in the interests of the rate payers. He should spend not less than eight months in the year in travelling in the District, inspecting the roads and the hospitals and visiting one or two of the populous villages in the jurisdiction of each primary Board, and ascertaining the wants of the people and discovering the defects, if any, in the administration of the primary Board, and collecting generally the material required for the periodical administration reports, annual and quarterly, if any, to be submitted to Government. He should have nothing else to do with the primary Boards direct. It must be part of his duty to correspond with the District Treasury Officer on behalf of the primary Boards, and to move the Treasury Officer to place amounts sanctioned in the Proceedings of those Boards from time to time at the disposal of those entrusted with the duty of carrying out the resolutions of those Boards. He will be the eventual custodian of the records of all the primary Boards as well as of those of the District Board. In other words, his office must manage to contain all the information regarding the receipts and expenditure of the Local Funds in the area assigned to each primary Boards, copies of Proceedings of those Boards being properly filed in his office as well as in the office of the primary Boards, and needful abstract accounts, at least, being kept in his office for each primary Board corresponding to detailed accounts kept in the office of the primary Board itself.

The District Board should not directly interfere with any primary Board so as to limit its (primary Board's) discretion in the matter of expenditure. The chief duties of the District Board should be the following:—

(1.) To meet once in three months and to arrange for the audit of accounts of receipts and expenditure of each primary Board once a quarter.

(2.) To submit the results of such audit at the quarterly meetings of the District Board.

(3.) To submit for its consideration and approval quarterly reports of administration of each primary Board.

(4.) To pass Vice-President's drafts of periodical consolidated administration reports to be submitted to the higher authorities.

(5.) To determine the amounts to be contributed by the several primary Boards for purposes of common interest, such as payment for the District office establishment, District Normal Schools, central audit, controlling or other establishments at the Presidency for the common benefit of Local bodies, &c.

(6.) To determine or to approve of the rate of land-cess already determined by the primary Board concerned, to be levied in the Circle during the following year with reference to the requirements of each such Board.

(7.) To allot to the various primary Boards according to their claims any general District Funds available for expenditure on Local objects and for such allotment.

(8.) To provide means for meeting any deficits caused in the finances of any particular primary Board, whether by maladministration or other cause, either by means of contributions of gratuitous grants or loans from the resources at the disposal of the more successful primary Boards.

SECTION IV.

Question 6.—I must most certainly deprecate any attempt at additional taxation or the levy of any tax which is not already levied, all such taxation, whether it may be a License Tax or house tax, must be expected to be unpopular. *I do* think that with a net work of Local Fund Circles as there must be of each Taluq, if not each Deputy Tahsildar's range also, is to have a Local Fund Board, the levy of tolls on traffic passing from one Circle into another will be felt as a great hardship, and this will only tend to increase the difficulties that the proposed scheme of local self-government has to contend against. The abolition of tolls on traffic becoming thus almost a necessity with the increase in the number of Local Boards, I think that there can be no great objection to the substitution of a moderate fee for registration of carts and draught animals in the place of tolls. This will

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have the advantage of bringing traders who now pay nothing to Local Fund also under taxation.

Regarding the house tax I wish to say one word more. I have almost said above that I should not recommend the imposition of a house tax where such a tax is not already levied. But there are several Local Fund Circles in which, though a house tax is not formally levied, the Local Fund Boards have refused to spend any sums on the sanitation or water supply of particular villages, unless the villagers consented to pay a considerable share, generally *one-half* of the cost to be incurred. There may be a large quantity of prickly pear almost choking up the village, or the people may be sadly in need of a public drinking well, or the insanitary condition of the village may be such as to need employment of a regular sanitary staff, in the absence of which the people are obliged to be frequently prosecuted before the Local Magistrates for keeping filthy premises or throwing dirt in the streets and lanes, and such occasions as these not unfrequently arise when the villagers have either to do without the required comforts or to pay one-half of the cost to be incurrred for providing what is wanted. On all such occasions the villagers raise voluntary subscriptions. These subscriptions are really a species of house tax, and probably a worse kind of house tax, the richer portion of the villagers often evading and escaping payment. If the Local Funds, properly and economically administered, cannot be made to meet the demands of such villages on account of sanitation, water supply and the like, without giving rise to additional calls on the purse of private communities as pointed out above, I should rather like to impose a moderate house tax from the proceeds of which a regular sanitary staff on a small or a large scale in each town or village or small group of villages can be maintained for the benefit alike of the villagers and the Local Boards.

Question 7.—To the purposes enumerated, for which Local Fund money is at present raised, I would add the registration of births and deaths, following the plan of the Municipal Act, seeing how closely the question of vital statistics is connected with that of sanitation. It will be readily admitted, I think, that the duty of registering Births and Deaths is usually far better done in Municipalities than in the rural tracts, and this is so, notwithstanding the repeated warnings of the Sanitary Commissioner communicated to the village. Birth and Death Registrars through the established official channels, for which those Registrars (usually the village officers) may be supposed to have some respect, if not fear, and this will, I apprehend, continue to be the case so long as the duty is left to be done by the village officers *gratuitously* as now, supervised as they are by the Tahsildars (not yet of a brilliant stamp, certainly every where) who, having no official connection whatever with the Medical officers or the Vaccination Deputy Inspectors, responsible for sanitation and vital statistics,

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care little to co-operate with them, or at best make but a shew of interest under the pressure of official superiors. I think that much good and much improvement will result by making the village head look after the duties of village Sanitary officer and Registrar of Births and Deaths on payment to him of a trifling sum (say Rupees 2 per mensem, or Rupees 25 per annum) as an honorarium or even as pay, and making him submit his reports and returns through his Tahsildar to the Deputy Inspector of Vaccination, with whom will rest, as *now*, the duty of checking the accuracy of those returns and reports. The little pay to be given from the Local Funds will make him feel his responsibility for the work done and bring him into a sort of official connection with, and subordination to, the officers of Local Fund Boards. Such an arrangement cannot fail to improve the efficiency with which the duty of Registration of Births and Deaths is at present done, and to be welcomed by the village heads themselves as adding to the scanty emoluments now attached to their important office.

The Minor Irrigation works may also with great advantage be entrusted to the Local Fund Boards. It will be difficult to point to another object in which the people are likely to take greater interest than these Minor Irrigation works. That Minor Irrigation works are best administered by the people themselves with the local and immediate interest which they alone can possess, is a fact already admitted by Government, and the orders of Government in regard to these works (not yet fully given effect) had already before been anticipated to some extent in this District by one of its officers, (Mr. A. T. Arundel, Sub-Collector in 1879) who proposed to form a Taluq Committee at Karur, composed of representatives from villages under the Ambravati channels for the performance of communal labour. Instead of handing over to irresponsible villagers, Government will do far better to transfer with suitable allotments the repairs of Minor Irrigation works to the Local Fund Boards of the Circles (Taluqs, it is hoped) in which those works may be situated.

I am equally in favour of entrusting the duty of superintending the management of religious institutions to the Local Fund Boards, who should, however, have real powers vested in them so as to be capable of exercising real control over the Devastanum servants, &c. I see no objection to this being done on the score of the members of these Boards being of various religious sects, provided that the revenues of the Devastanums are administered for the benefit of the Devastanums and are duly protected from being misappropriated to other uses. The presence of members of different sects is, I think, immaterial, as that defect exists, though on a small scale, even in the present Devastanum Committees, which are composed, as a rule, not of members who are Sivites only or Vishnuvites only or Vasishtadvities only, but of members of all

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these different sects. Nor need it appear a *novel* restriction to provide that the revenues derived from Devastanums shall not be spent on other than Devastanum purposes. For even the existing Local Fund Boards have been taught to observe and do observe a similar restriction imposed on them by Government in regard to what may be called "The Market Fund," *i. e.*, revenues derived from fees voluntarily contributed by people resorting for the purposes of trade to weekly markets for which this District is noted. The fees so levied are not to be spent on any other *market* than that where they were raised, much less on any other *object* than that of *market purposes*, and these market fees are all levied and administered in this District by the Local Fund Board, which in this respect may be said to act merely as a Trustee for the market-goers. Similarly the Local Fund Board may, without objection, and with benefit to the Devastanums themselves and to the people, may act as Trustees for the people interested in the Devastanums. Perhaps it may be an advantage, as being suited to all parties, to provide that the consent of two-thirds of the inhabitants of the locality (town or village) of the Devastanum interested in the Devastanum shall be a condition precedent to the transfer to the Local Fund Board of the duty of superintending the management of the Devastanum, thus making the transfer not conpulsory under the Act. As a matter of course, but optional, under the Act, with the people interested in the Devastanum, no such option however being allowed to Local Fund Boards to accept the trust.

I do not consider it desirable or expedient to give any powers to Local Boards to inspect markets, or the other powers mentioned. These powers are best exercised by the servants of Government instead of by those of the Local Fund Boards. The case of a Municipality which has an easily manageable area, and where all the members reside in the same town or village and the Municipal servants are easily well supervised, is quite different.

SECTION V.

At Coimbatore Town, where there is comparatively an enlightened public, I shall leave it to the members to elect their own Chairman. I would not make the election in that case subject to the veto of Government. Elsewhere I shall advocate the employment, for *some time* to come, of the highest uncovenanted Executive or Judicial Officer resident on the spot as President, *without the power to vote* at the meeting. I would prefer the District Munsiff, but in that case there be some provision in regard to the disposal by other Courts of suits lodged by or against the Local Fund Boards of which the District Munsiff is President. All business must lie over for disposal at a meeting of the members ordinary or specially convened, save on very emer-

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gent occasions, when the President with the concurrence of the member or members representing the locality to which the business appertains may have power to do what is needful, and then report his action for the approval of the Local Board at its next meeting. I certainly think that the power of the President to select officers should not be unrestricted, and that it should be subject to the approval of the Local Boards, which should be well assembled if possible on such occasions. I strongly object to an individual member, representing a certain division, being vested once for all with power to supervise Local Fund works in that area. The supervision of the proceedings of the Local Fund officers, where the appropriate Government agency for that purpose is not available, such as the Inspector of Schools, the Deputy Surgeon-General, the Inspector of Vaccination, Sanitary or Deputy Sanitary Commissioner, or such agency, though available, needs to be supplemented on the ground of its not being available to a sufficient extent. The supervision of Local Fund officers in such cases ought, I think, to rest with a deputation (periodically appointed, say once a month or so) composed of the President, or in his absence or other exceptional circumstances, the Vice-President and any two Commissioners selected and appointed by turns by the Local Fund Board for supervision during the ensuing month. The deputation should have their travelling expenses paid from Local Funds. It should have the power to call for accounts, to summon its servants, and other necessary persons for purposes of examination, and any other powers that they may need for carrying the supervision required of them. The deputation should also have the power to recommend suitable punishment for the erring subordinates of the Local Fund Board.

SECTION VI.

Under this head I may state generally that the Government had better continue to exercise all such control over the new Local Fund Boards as it now exercises over the existing Local Fund Boards. If the latter with all the advantages they enjoy in being presided over by responsible, well paid and usually enlightened and comparatively disinterested European officers of Government (Collectors), stood in need of effective control by Government, there is, I think, far greater need for Government to exercise similar control over the former, which however, much calculated to teach the people local self-government and rouse in the people active interest in their (Board's) working, are not likely to be free from disadvantages of faction, at least for some years to come.

As regards auditing the accounts of the Local Fund Boards, the number of District auditors may be, under the altered circum-

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tances, somewhat diminished. But the Presidency auditors or inspectors must continue to exist as at present.

General Remarks—Under this head I wish to make the following suggestion. To make the new Local Fund Boards a success, I think it highly necessary and quite desirable and also expedient to have the Act amended so as to provide—

1. That a rate payer who omits to take advantage of the right given him to vote for a member on two consecutive occasions, shall be deemed ineligible to vote during a specific period following.

2. That a member duly elected by his constituents and failing to attend a meeting without sufficient cause to be approved by the Local Fund Board, shall be punishable with a suitable fine in the same way as a juror or an assessor is at present by the presiding Judge.

3. That the expenditure of Local funds raised in the Circle is fairly distributed over every part of it, the unit of area to be treated as a part for the purpose being the area represented by each elected member, and fairly on all the objects on which Local Funds are to be spent in suitable and approved proportions.

4. That each Circle Board shall contribute a certain fixed or appointed percentage of its income for purposes of District roads which are of *general* and imperial interest for the whole District, and other institutions of *common* interest to the entire District or to the whole Presidency, such as the General Hospital, the District Normal School, the Presidency Medical College, the Presidency Audit Office, &c.

5. That the funds remaining after deducting amounts required as above, be left to be well administered by the Local Circle Board.

6. That as an incentive to its good and efficient administration of the fund, the Local Fund Boards shall have power to reduce the rate of taxation in the Circle under one or other head, such as house tax, land cess, &c., where all the needs have been sufficiently but economically met, and yet a surplus has resulted, and that this reduction be effected with the sanction of Government previously obtained—and also that the Government in giving or withholding such sanction, shall be solely guided by the demands appertaining to the Circle, the Local Fund Board of which recommended the reduction in the rate of taxation, it being open of course to Government to satisfy itself by deputing its officers to inspect that the various needs of the Circle have been sufficiently and efficiently met.

ERODE,
15*th October*, 1882. R. SUBROYA IYER.

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XVI.

SECTION I.

3. I would parcel out Malabar into as many Circles as there are Taluks in the District. That the proceedings of the Board should be conducted in the vernacular is desirable for several reasons. To increase the number of men capable of serving on the Boards and contract much the area of the Circle, do not seem to be necessary.

SECTION II.

4. The Government of India is perfectly right in desiring that the system of election of members should be extended to all classes. I do not find any objection to adopting the system of election of members at once in all Municipalities. I think it desirable to adopt the system wholly in the Local Fund Boards of Malabar.

To rule that all persons who pay Rupees 10 land assessment to Government are entitled to vote, seems to be the best arrangement. The artizan class are unimportant in my District, but I think it just to let them have the privileges of voting. This class contributes very little to Local Funds. I would make the right of votes as regards this class depend upon the payment of Imperial License tax. In the case of Zemindars some special arrangement should be made. In no case should the qualification depend upon any thing but the tax paid regularly to the Government. I would recommend for adoption simple vote to ordinary tenants and cumulative votes to the Zemindars and other great landed proprietors who contribute largely to Local Funds, and are therefore most interested in the economical and efficient management of the funds. In the case of Zemindars and their tenants, the claim to vote can be adjusted in some comparative relation, taking into consideration what each class contributes to the revenue. I do not object to the graduates having additional votes.

I would fix a member far each group of villages paying a certain sum. I find it highly objectionable to fix a uniform number arbitrarily, and allow all the electors within a Circle to vote for every one of the members. An elected member should be entitled to serve for seven years, new elections being made once in seven years. The old members are eligible for re-election. Committees of non-official gentlemen under the instructions of a General Committee at the Head Quarters of the District will superintend the election proceedings.

SECTION III.

5. I would have a District Council composed of delegates from the several Boards for the adjustment of matters of common

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interest to the several Municipalities and Local Fund Boards. The number of delegates should not be more than two. The elective system should be adopted in the case of delegates. The Subordinate Boards should be placed under central superintendence. The General Boards should appoint Inspectors to see that the Subordinate Boards do their duty properly. I do not object to the power of the General Boards over the Subordinate Boards extending to allotting money collected in one Circle for the purposes of another; but the exercise of this power should be very rare and far between.

SECTION IV.

6. I cannot suggest any forms of taxation more appropriate than those at present existing. I consider the levy of a tax like the license tax for Government is likely to render Local Fund Boards unpopular. The levy of the house tax may not be very popular in Local Fund Boards. To collect a fee for registration of carts and draught animals can be made more conveniently.

Besides the duties now performed there are duties which can be effectively and with advantage performed by Local Fund Boards. There are few irrigations in my District, so that I have nothing to say about the propriety of entrusting them to Local Fund Boards. I think decidedly that Municipal and Local Fund Boards can be rendered popular by being entrusted with the duty of superintending the management of religious institutions. It is highly desirable that the present Devastanam Committee should be done away with. I do not foresee any difficulty in doing this on the score of the members being of various religious sects. Committees composed of members of the same sect will superintend the management of religious institutions. The Board should be entrusted with all necessary powers to check all undue expenditure of the trust-property. It is highly desirable to give power to Local Fund Boards to inspect markets, prescribe weights and measures, to prevent encroachments on streets, &c., and see that there is not injurious adulteration of food similar to those given to Municipal Commissioners by Act III of 1871.

SECTION V.

8. The Collector should be *ex-officio* President, but the Vice-President always an independent man not holding any employment under Government should be the executive officer of the Board. The Collector should be given the opportunity of moving the Government to interfere in cases of any irregular proceeding on the part of the Vice-President. The Vice-President should be elected by the members of the Board subject to a veto by Government. Some special power should be given to the Vice-

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President to act without reference to the Board on emergencies, but such powers should be exercised with much caution. The Vice-President's selection of officers to carry on Local Fund duties should be subject to the approval of Local Fund Boards. It is no doubt a good plan to vest each Local Fund Board member with power to supervise the Local Fund works for the area which he represents, of course all necessary powers should be given to render the supervision effectual.

SECTION VI.

9. I fully approve the principle of the Government of India. It is worthy of being followed.

RAMA VARMA.

PARAPANAD,
6th August 1882.

XVII.

I and my friends here have to apologize to you for so long a delay in replying to the Memorandum of the Committee of the Madras Native Association. As I have been in the District only a few months, I have little or no knowledge of the peculiar circumstances of it. I however give below the opinion of some of the most intelligent residents of the place, who were so kind as to meet me on several occasions to discuss the various points on which the Committee of the Association have asked for information.

SECTION I.

There are four Divisional Officers' Circles in the District and there may be a Local Fund Board for each Circle. If each Taluk were to be constituted a Local Fund Circle, there would be a difficulty, for some time yet, in finding intelligent and honest men willing to serve on the Board. It would be absolutely necessary to adopt the vernacular as the language of business in all Local Fund Boards, if the members are to take an intelligent interest in the work of the Boards.

SECTION II.

There are three Municipal towns in the district—Rajamandri, Cocanada and Ellore, the last being the most backward. In the first two, two-thirds of the members may be elected by the people, and one-third appointed by Government, while in Ellore half the numbers may be elected by the people. The qualification of the electors in Municipalities may be the payment of 6 Rupees a year in the shape of Municipal taxes or a house rent of 3 Rupees

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a month. All Under-graduates of the University of age may be voters.

In the case of Local Fund Circles, half the number of members of the Boards might be elected, and half appointed by Government. Taking the backward condition of the rural districts, it would be unsafe to leave the selection of a larger proportion of members to the people, till they become familiarized with the details of self-government. The qualification of electors to be an annual net income of 200 Rupees from land or 500 Rupees from other sources. The income from land might easily be ascertained from the kist paid to Government or Zemindar, or from the rent paid to the landlord in the case of those who hold under-tenures. All those who pay License tax would be entitled to vote, as their income would exceed 500 Rupees. Under-graduates of the University would by reason of their intelligence be qualified to vote.

The number of members for each Circle might be arbitrarily fixed, say, at 24. Then 12 might be elected by the people. Each Circle might be divided into six groups, and the voters of each group might be allowed to elect two representatives. Each voter may have two votes which may be given to one and the same candidate or to two different candidates. Such an arrangement would allow of minorities being represented in some cases. All persons having an annual income of 500 Rupees from land or 1,000 Rupees from other sources, and all F. A's. and B. A's. of the University may be qualified to be members. All members may vacate their seats after two years and a new election may take place. This would be the simplest arrangement. Members need not be objected to on the ground of their being officials if they are elected by the people.

SECTION III.

The District Board may consist of two delegates from each Circle and Municipality, and an equal number appointed by Government. This Board to be re-constituted once in two years, like the Primary Boards. Their power should be limited to making allotments from one Circle to another, or from a Municipality to Local Fund Circle or *vice versâ,* when the interests of the whole district may require it.

SECTION IV.

The substitution of a new tax in the room of an existing one would merely cause annoyance to the people. As the people are already accustomed to certain modes of taxation, there is no reason why any of them should be given up seeing that they cause no great hardship.

In Local Fund Circles, a very small house tax might be levied and that only in crowded villages, and the money raised

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be spent in improving their sanitation. A tax on carts and bullocks would hamper agriculture and trade.

The construction and repair of Minor Irrigation works might with advantage be transferred to the Local Fund Boards—an allotment of the requisite funds being made from Provincial or Imperial Revenues. There are no Devastanam Committees in this District, the number of religious endowments being extremely small. In any case, it would be unwise to transfer the management of religious institutions to mixed bodies of the stamp of Local Fund Boards.

SECTION V.

The Chairman of every Board and Municipality might be elected by the members, and the nomination should for a time be subject to the approval of Government. The Chairman should have extraordinary powers in cases of emergency. The appointment or dismissal of all officers may be left to him. In the case of officers drawing more than 10 Rupees a month, the sanction of the Board should be obtained. To prevent the Chairman from abusing his power, it should be ruled that a new Chairman may be appointed if three-fourths of the members should consider a change desirable at any time.

SECTION VI.

The duties of Municipal Commissioners and Local Fund Boards may be fixed once for all by law. Half-yearly statistics might be submitted by the Chairman of each Board for the information of Government, who should interfere only in cases of gross negligence of duty. The Members and Chairmen of any Board failing to comply with the provisions of law, might be declared by Government incompetent to serve on Boards for a period of time. Such a provision would have a wholesome effect on the members. Government should refrain from interfering in the details of the administration of Local Circles.

RAJAMANDRI, 30*th July*, 1882. — C. NAGOJEE ROW.

XVIII.

SECTION I.

The Divisional Officers' Ranges may for the present be taken for this purpose. Accordingly this District and almost all the District in this Presidency can be divided into 3, 4 or 5 Circles. To encourage non-official members to take greater interest in the matter, it is highly desirable that all the proceedings of the Boards shall be conducted in the vernacular language of the

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District. As a rule aged, wealthy and respectable men must be selected as members. Most of them cannot explain their views in English in a meeting, and while many are not at all acquainted with English, so the change proposed is very sound. The Chairman and the office clerks should be acquainted with English to carry out the correspondence between them and the District Board.

SECTION II.

It is too premature to introduce the elective system in its entirety. It may first be tried in Municipal towns. Until people of rural parts understand the change better, they may be allowed to elect members, not more than a moiety of the members forming the Board.

I would make every male managing member of a house, or a female if she is the managing member of her house, and who in both would have of course attained age, to elect without any distinction of caste, race, wealth, trade, profession and callings, &c. In Zemindary tracts, both the Zemindar and his tenants are, in my view, alike entitled to vote under the foregoing restrictions. This is a matter concerned to every house in the Circle. Suppose a well is to be repaired, the Circle Board would resolve for want of funds, that they would give a grant-in-aid, at a certain percentage, in case the villagers or the people who make use of it carry out the full amount of work, by paying the residue from their pockets. Many of them would not be agriculturists who pay local tax under the Act. In order to bring all to a mutual agreement in the administration of Municipal affairs, it is highly necessary to create a pride in every householder, that he has a share in the Municipal administration of the locality, and as such he will without any demur, contribute his mite to carry out sanitary improvements within his view. By limiting, that only such and such people have authority to elect, a great margin would be thrown back, and the latter will naturally be averse to others. We need not fear for the danger, if elections are left to all without any limit. The difficulties might be overcome, since the members elected so, will not serve more than two years, unless re-elected. I have personally witnessed the election system in vogue at Pondicherry, and it appeared to me that the very low and rude classes take it a great pride, considering that their votes have become necessary to appoint an administrator of a country.

We should bear in mind that the present change is suggested by the Government of India, not only to make our condition better; but they have, as we all know, adopted this measure, to make us responsible for meeting our Local Municipal wants, &c., by our resources, most part of which having been hitherto met from Imperial Funds. Roads, dispensaries, travellers'

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bungalows, Police, Jail and all these Departments have been maintained by Imperial Funds, and I doubt not that one after another all or most of these items will be entrusted to Circle Boards and make them to bear the additional burden, by additional taxation. This system is calculated as a lame father would entrust his household to his negligent son, in order to make him feel that he should learn to meet all his expenditures, if he is extravagant. Of course, we should not reasonably shirk, when such responsibility is thrown upon us, provided the State make over to the Circle Boards part of the profitable resources, such as Land Revenue, &c., from which the foregoing charges have been met hitherto. It will not be advisable to ask Government for such an extraordinary aid, nor will they treat us loyal if we attempt at such things.

I have shown all this simply to show the serious responsibility the Circle Boards have to undertake, and also the imminent probability of fresh and additional taxes and imports which these Boards would have to impose upon their own people. In order to prepare every householder before hand, that he must, when necessity occurs, share with others either for good or bad, I propose that the powers of election should be left open to every matured male or female, provided he or she being the managing member of a household.

I would allow a member for every Revenue Inspector's Range in a Taluq, at least for a few years, within which time non-official element may more liberally be available. I will not treat Government officials, whoever they may be, as unfit for being appointed by Government or elected. As proposed by Indian Government one-third may be official and two-thirds non-official element in a Circle. The election proceedings may take place under the superintendence of Registration or Educational officers. We can first try with two years' rotation in case of every member elected. It is sufficient if the Collector Magistrate forms not the Circle Boards, as suggested by the Government of India. Divisional officers cannot likewise be forbidden, because non-official element is very rarely procurable in these localities, and as such, the change cannot at all be conveniently started.

SECTION III.

I would have a District Board, composing a moiety of standing members, and half delegated from the several Circle Boards. There should be at least a single delegate from each Circle Board. The official members shall not exceed one-third even in this District Board. The same proportion shall govern the staff of standing members. Half of the latter may be elected from the householders in the Head Quarter stations of the several Circle Boards. The District Board should check the administration of Circle Boards, as regards receipts and expenditure, and they may

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also be authorized to allot money collected in one Circle for the purposes of another, which cannot, without any great risk, meet the want itself.

SECTION IV.

I cannot suggest any fresh forms of taxation. No doubt the levy of a tax like the License tax will render Local Fund Boards unpopular, as it is in other words, only Income tax, and imposed with reference to the whims of the taxing officer without a proper basis. In cases of immense necessity the levy of the house tax may be introduced in Local Fund Circles, after exempting liberally those individual houses, the rental of which is not more than Rupees 12 per annum. The rental can be calculated by the actual measurements taken of the houses, and thus the taxing officers and the tax payers cannot have much objections to reconcile with each other, in raising difference of opinions. No doubt tolls work hard upon passengers, but I cannot substitute registration of carts and draught animals on fees; as it will work more hardly on the agriculturists who pay already Land-cess and house tax if introduced. It is better if tolls are discontinued when the house tax is introduced. If not it may be retained because the people have been accustomed to it and pay tolls without any demur.

I cannot entrust the repairs of Minor Irrigation Works to Local Fund Boards. It requires engineering skill, establishment, and sufficient funds. As a rule Government pay now very little attention to these works, although they do not remit a pie of water-rate. When any man improves a small tank at his own cost and irrigates his land, by the improved source, the ground for refusal is given to be that it was Government tank in accounts for a long time, and hence the ryot has no right to the water. Moreover these are too numerous. It requires a regular revenue administration, and for which the Board will be equal in its infancy. The works may, however, be entrusted to them, in case Government claim no water rate on lands connected with such works for the Imperial Fund, and transfer the said item to the Local Fund Board with instructions that it should be applied for the repairs of the respective works. I have no objection to suggest that Municipal and Local Fund Boards can take the place of Devastanam Committees, provided the particular member who has no regard for such institutions in a religious point of view, may take no share in the practical administration of such affairs, though he may give his vote on general points. The present formation of Devastanam Committees is merely a farce, and in some places they act very mischievously to the ruin of the institutions. I see no harm to empower Local Fund Boards to inspect markets, to stamp weights and measures, to prevent encroachment on public streets

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and thoroughfares, and to exercise some other functions given to Municipal Boards by Act III of 1871, so far as sanitation is concerned. But it will require establishment to carry out all these, for which there should be sufficient provision.

SECTION V.

Members may be allowed to elect their Chairman subject to a veto by Government. President should have some special powers to act in emergencies, without considering previously with, but to the subject of, the approval of the Board afterwards. President should select officers to carry on Local Fund duties subject to the approval of the Local Board. A Local Board member may supervise works within the area for which he represents, but he should not have any power of individual decision on such matters, and that he should simply lay his views before the meeting for final disposal. When unrestricted power is given to these individual members, the complaints would be numerous against them, if the member is not considerate and well principled.

SECTION VI.

In my opinion, two audits of Local Board accounts, one in the President's office and another in the Accountant-General's office are unnecessary. It may be audited in the latter office, and in the same manner as they are done in connection with Municipal accounts. See clause (2), para. 11, of your Memorandum of Questions. I consider that all other clauses shall stand, amended wherever necessary, according to the principles laid down by the Indian Government. We should bear in mind that we are not yet strong enough to act more independently without the control and advice of Government, and therefore it is for our good that these Boards shall work under the advice and check of Government authorities. As they will have no concern in executive operations, the power given to Local Boards would not be much narrowed. There are not independent individuals and intelligent men available in the rural parts of a district to claim for Local Board administration in the same manner as Municipal Boards. As gradually as education, independence, civilization and courage is improved, the Circle Boards may be invested with more onerous duties, and I doubt not our benighted Government *will* do so, if our Boards give satisfaction in their career.

A REVENUE OFFICER,
South Arcot District.

23rd July, 1882.

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XIX.

SECTION I.

Area of each Circle.—Here it is certainly advisable to preserve uniformity by conforming to one of the several divisions the district has been divided into by Government for various purposes. Of these the divisions into two Circles for purposes of local government as well as that for registration seem to be both inadmissible, as the former will make a Circle too large for the members to have an intimate knowledge of all its requirements, and the latter too small to contain a sufficient number of intelligent men for the Board. The choice therefore lies between the Divisional Officers' Ranges and the Taluqs. The former, however, have been fixed by Government not in consideration of the importance of the Taluks comprised in them so much as if the officers in charge of them and the nature of work they are expected to do. (Witness a Collector's division which is generally the lightest and a Sub-Collector's, the heaviest). This division of the District should consequently be abandoned, and we have to stand upon the Taluks. It may be urged that there are many Taluks which cannot show men capable of managing such affairs. But it must be remembered that such Taluks are usually much larger than the more favored ones; and that is the reason why they should have each separate Boards who can look the more carefully into its wants and not allow them to give way to those of others urged more powerfully.

SECTION II.

1. *Members how chosen.*—The voting system should generally be introduced. In Taluks where the minds of the people are in their crude undeveloped state, this system may not be practicable; here about half the members may be appointed by Government and the other half by the people themselves, the former serving as teachers, so to speak, to the latter, in the art of self-government. This system will have to be discontinued, however, as soon at once as it is seen that the people so prepared, and by learning how they get on in other Taluks, can do things for themselves.

2. *Who should elect.*—The following classes of men may, I believe, be qualified to vote, and will comprise the higher and middle classes leaving out of consideration the mere mob; for it would be too sudden a jump if we take in this element that can have no strength of opinion of its own, so soon into the Government.

(1.) All those who pay Rupees 25 of land revenue to the Government, or as much of rent to Zemindars (If Inamdars, as much as they would pay if ordinary ryotwars).

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(2.) All persons in Government service, other than Magistrates or other ministers of justice, who may carry a salary of Rupees 15 and upwards (and pensioners to the same amount) or persons in private service with a salary of Rupees 30 and upwards.

(3.) All Graduates and Undergraduates of any University who may have resided for a year or more in the Circle.

(4.) The artizan class is not very strong in this District. If the Famine Funds transferred from the Imperial to the Local Funds, as, it is hoped, it will be soon, and the License tax be levied by the Local Fund Boards, then the payment of a tax of Rupees 10 may be supposed to be the qualification of an elector of that class.

(3.) *Mode of voting.*—The same as that contained in the rules issued by the Government in relation to Act XX of 1863.

4. *Number of Members for each Board.*—The best arrangement seems to be for the Circle to be divided into a number of groups of villages, each group electing its own member. This is in other words, the representative system, and the people should be initiated into it. Each group will thus keep a keen watch on the doings of its member and a very desirable activity would get into the Board. Of the members so elected two-thirds should be non-official, and the rest official; and even these latter should not consist of Magistrates or other ministers of justice.

5. *Duration of Membership.*—Two years seems to be good time for a member to remain in the Board, and then he shall vacate his place, liable, however, to re-election. Thus again a member will try to do his best for the group of villages he represents and a healthy activity created.

6. *Who should superintend the Election Proceedings.*—The Circular letter suggests Sub-registrars, and it is a very good idea. But a Taluk, if that be made a Circle, has sometimes only one Sub-registrar; and so if the election takes place in each group, as I recommend, more men will be required to superintend. In such a case the District Board made up of delegates from the collateral Boards, may organize small Committees to move on from group to group and to superintend the electioneering. Here it is necessary that men of known character and real intelligence, men who can infuse into the people an idea of what lies in them and what Government expects from them, should be apportioned to this work.

SECTION III.

For the settlement of these questions, and as a body standing midway between the Taluk Boards and Government, I would

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recommend the formation of a Committee consisting of deputies from the former.

SECTION IV.

The imposition of a tax like the License tax will certainly bear hard on the people. There is no hiding that the License tax as at present levied is very unpopular; nor can I suggest any better means of levying this tax, which, from its very nature, is so uncertain and gives such room to corruption and oppression. The practical non-enforcement of the house tax though authorized by Act IV of 1871, even in unhealthy villages, shows that this tax likewise should not be thought of.

SECTION V.

Duties of Local Fund Boards.—In addition to the duties already vested in them by Act IV of 1871, I would suggest that they should exercise jurisdiction over minor Devastanams, those of an annual income of, say 5,000 Rupees and upwards, being managed by district Boards organized similarly to Local Fund Boards, but consisting of members of the same sect as that to which the temple belongs. Act XX of 1863 is defective in that it makes a general Committee superintend over the affairs of temples belonging to different sects, and that the number of members to form a Committee is very limited. To this, I believe, is due the fact that at present the minor Devastanams are wholly neglected, and the wealthier ones grossly abused. The inspection of markets and the prescription of weights and measures should rest with the Local Fund Boards; but the encroachments on public streets should continue to be guarded against by Magistrates, unless it be to interest Local Fund Boards with prohibitory powers, which would certainly be unfair to the party concerned.

SECTION VI.

In the Taluq Boards the Chairman shall be chosen on the occasion, the executive service being looked after by a Secretary appointed by the Board, subject, however, to the approval of the District Board. The other appointments and dismissals shall likewise be made subject to the same restriction. Appeal, however, may be to Government from Taluq Boards as well as from unjustly treated individuals. In the District Boards the Chairman shall be chosen on the occasion and the Secretary appointed subject to the veto of Government. The proceedings shall be conducted in the vernacular of the District.

SECTION VII.

All works costing less than Rupees 1,000, and such as do not require the professional supervision of an Executive Engineer

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may be disposed of by the Taluk Boards without sanction from higher authorities; while roads passing from one Taluk to another and works of more than Rupees 1,000, may be sanctioned by District Boards. To carry out these minor works it is advisable that a portion of the cess levied in each Taluk should be vested in the Board of that Taluk, while the rest of the funds will be lodged in the District Committee for general works of public utility. It is necessary that the amount of expenditure that can be made by the Taluk Board should have a certain defined limit. For works of more than Rupees 10,000 the sanction of the Government must be obtained. All works should be accompanied with their specifications which should be checked by the proper Engineer in charge of the Division. The evil effects of having a Local Fund Engineer who has often no professional superior, cannot be too much animadverted upon. The Chief Engineer to Government, the Director of Public Instruction and other heads of departments should be made to heartily co-operate with the Local Fund Boards.

No fresh taxes ought to be imposed, nor anything unauthorized by law be done by the Boards without the sanction of the Government. The budget estimate for the coming year should still be prepared and submitted to Government which should have the power of stopping any work it thinks unnecessary. A member chosen by the people shall be liable to be dismissed by the Government and by Government alone.

A. E. PRANATARTIHARA IYER,
Secretary.

READING ROOM, NURSAPUR,
20th August, 1882.

XX.

1. I would have a Board for each Taluk, as in my opinion the Taluks of Malabar are one and all sufficiently large and important for it. There is no Sub-Division of a Collectorate that is more familiar to the people nor one with which they more closely identify their interests than a Taluk. The Ranges of Divisional Officers are, it seems to me, too large and those of Sub-Registrars too small for the purpose. The proceedings of the Boards ought certainly to be conducted in the vernacular of the District.

2. The Municipalities have now attained to that stage of advancement in which it is no longer necessary to postpone the introduction of the elective system. They are all situated in large and populous towns, and there is no reason to doubt that the tax payers have ample confidence in the administrative capacity of the educated and leading inhabitants of their respective towns

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who are rapidly increasing in number and influence, and the time has certainly arrived in my opinion for substituting the elective for the present nomination system.

As regards the Local Boards to be constituted under the new scheme, I am not quite sure that the election system would prove a success in the beginning. At all events I am not an advocate for its introduction all at once. We shall have in this case to deal with the rural and more or less ignorant people who are perfect strangers to any scheme of the kind and with whom it is not likely to be popular for some time to come. The people of Malabar are peculiarly conservative in their habits and have a dread for all sorts of innovations. A well-informed friend of mine, whom I consulted on the subject, thinks that two-thirds of the members ought to be elected and the rest appointed by Government, and states as his reason that the rural inhabitants are not sufficiently advanced for electing the whole of their members, and that if they are not allowed the privilege of election at all they will never become fit for it. I agree with my friend in the reasons given, but would reduce the number of elected members to one-half instead of two-thirds of the whole and leave to Government the appointment of the other half.

The qualification of voters should be (1) Payment of land assessment to the extent of not less than Rupees 10; (2) Monthly income of not less than Rupees 15 or annual income of Rupees 200; (3) Being a graduate, undergraduate or matriculate who is a native of the Circle or has resided in it for not less than six months previous to the date of election; (4) Payment of Municipal tax of any kind to the extent of Rupees 5.

The qualification of members to be (1) Payment of Land Revenue to the extent of Rupees 50; (2) A monthly income of Rupees 30 or annual income of Rupees 500; (3) Being a graduate or undergraduate who is a native of the Circle or has resided in it for not less than six months.

As a rule there ought to be a member for every two Amshams, but in exceptional cases there may be one member for a single Amsham.

In Municipalities election by the whole town and in Local Circles election by Wards would answer well. Revenue and Magisterial officers should be declared ineligible to serve as members. But there is no objection for mere Revenue officers without Magisterial powers, such as Revenue Inspectors being elected members provided they are otherwise qualified. Officers of the Registration Department ought also to be declared eligible. Sub-Registrars may be safely entrusted with the superintendence of election proceedings. In some cases, but not ordinarily in the beginning, can the duty be entrusted to non-official gentlemen. The members ought to be elected for two years and election

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should recur every two years. Every member is to be eligible for re-election.

3. I would have a District Council composed of delegates from the several Boards. The number of such delegates must be not less than three from each Board. The District Council should certainly be invested with power to allot money collected in one Circle for the purposes of another.

4. The existing rates and taxes levied under the Municipal and Local Fund Acts ought to be retained for the present. Any alteration or addition should only be attempted after some experience has been gained of the working of the new scheme and after it has been in full swing. It will then be time enough to interfere with the existing arrangements in a manner that would appear from past experience to be best calculated to be popular and to promote the well-being of the people. I would recommend the same principle of non-interference for the present in respect of the objects on which Municipal and Local Funds are expended.

5. I am decidedly in favour of giving the members of the Boards power of electing their own Chairmen, but think it necessary to make the election subject to a veto by Government. I am not inclined to view with favour any proposal that would give the Executive Officer of the District any voice in the routine business of the Boards. There is no harm in investing him with reviewing the proceedings of the Board (copies of which should be regularly and invariably submitted to him) with a view to bringing to the notice of Government any cases of gross neglect of duty or of wasteful or irregular expenditure of the funds. The mere presence of the Chief Magistrate of the District at the meetings is sufficient without anything more to defeat the noble and generous intention of the Government of India "to secure independent action on the part of the Local Boards."

6. I think it almost essential that the Local Government should possess the two powers of control contemplated by the Supreme Government.

P. GOVINDA MENON.

MANJERY,
21st August 1882.

XXI.

(From a Revenue Officer of Kurnool District.

SECTION I.

The Local Circle ought not to be larger than a Taluq Revenue Inspector's charge, or about one-third of the Taluk containing about 20 to 30 villages. The Taluks in this Presidency are very

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large, and the difficulty of securing the attendance of members in a Taluk Circle would be great. One chief cause of the failure of Temple Committees is that the members live in distant parts of the Taluk, about 20 to 30 miles from each other. Owing to this difficulty in several Taluks, Committee members have divided the Taluk into divisions and each member supervises the temples within his Division. It must be borne in mind that the country has not much advanced from its original condition, and the present question of local self-government reminds one of the ancient village institutions which were doubtless Municipalities in miniature. If possible I should certainly recommend that each village union, which in this District (Kurnool) consists of 1 to 5 villages, should have its own Committee. But considering the requirements of the present day, we cannot afford to carry out this plan. Yet we should retrace our steps towards the former institutions and limit the areas as small as possible. The small Circles proposed would raise an income from 4 to 10,000 Rupees, which I think should be a sufficiently large income for our local institutions to deal with. All the proceedings of the Board should certainly be conducted in the Vernacular language and in no case in English. The practice of writing the proceedings in English has actually prevented the non-official members, the real representatives of the masses, from attending the Board Meetings or benefitting by its proceedings. Those who do not know English sometimes attend, but do not know what they vote for.

SECTION II.

There is no objection to adopting the system of election at once in all Municipalities, nor do I think it undesirable to extend it to Local Fund Boards. However small the area might be at present, the system should be introduced only partially in order that any want of intelligence among the elected members may be supplied by Government. I should say that three-fourths of the members should be elected, and the remaining one-fourth nominated by Government out of a list of persons periodically prepared. In considering the feasibility of the system of election, we must not forget that the system obtains in the country in one form or other. It is a well known fact that in betel-leaf gardens, which are generally cultivated by companies of 30 to 50 men, one or two persons are appointed by the common consent of the members as Peddas or managers. They meet together and appoint men by a simple plan of open vote. The introduction of Temple Committees has in some measure spread the ideas of election among the people, and instances are not wanting in which candidates have canvassed election to the Temple Committees.

All persons who pay upwards of 10 Rupees land assessment should be entitled to vote.

As regards the artizan class, which includes I believe merchants and traders, I would make the right of vote depend on the payment of Municipal or Local License tax, which should be named *Moturpha* or *Visubady* after the old fashion.

In the case of Zemindaries, I do not see any necessity for a change of system. Only the rent amount paid to the Zemindar should, for this purpose, be taken at 50 per cent more than that paid by ryots in Government villages. A Zemindar should have no power *to vote.* He could not exercise it, and it is not desirable to allow them to do so by proxy, but to share with the Government the privilege of appointing some of the Local members. One half of the number of non-elected members should be appointed by the Zemindar and the other half by the Government. When the whole number of members is elected, the Zemindar should be allowed to elect one-tenth of the members. The Zemindar might pay a large portion of the land cess, but he does it more for the immediate benefit of his tenants than for his own purposes, he deriving an indirect advantage from their improved condition.

I think the mode of election ought to be by cumulative votes and election by wards in large towns.

In the case of Local Fund Boards the election should be made by cumulative votes and by villagers. Cumulative vote would be more in accordance with the views of the people than the simple vote. It is usual for the people to appoint the more influential or wealthy people for superintendence of village festivals, &c. I would suggest the following rules.

(1.) Every ryot paying 10 Rupees to 20 Rupees should be entitled to a single vote; between Rupees 20 to 50 a double vote; 50 to 100, 3 votes; 100 and upwards, 4 votes; two votes simultaneously in the case of artizans—persons paying a tax of 1 to Rupees 3, 1 vote; 3 to 10, 2 votes; 10 to 20, 3 votes; upwards of 20, 4 votes. The privilege should be exercised by all people without reference to caste or occupation.

The right of voting may be conferred on all persons who have passed the Middle School or other higher examination, provided he is not entitled to vote on other grounds. I would fix a member for each village. No village, however small the revenue it pays, should be left unrepresented.

The number of members being fixed with reference to the number of tax-payers or electors that the village contains, rather than with reference to the amount of revenue paid, my reason is that it frequently happens, as in black cotton soil villages, the amount of revenue paid is much greater than in red soil villages, though the population would be less in the one than in the other.

The plan of allowing all the electors within a Circle to vote for every one of the members would not secure proper representa-

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tives, and several villages would be left unrepresented, while the larger number of electors of a wealthier village in the neighbourhood would enable them to secure an unduly large proportion of members for themselves, producing thereby discontent and bad feeling among rate-payers who reside in the immediate neighbourhood of the Boards' meetings, though in the case of distant Boards the feeling might be one of indifference. Magistrates or Revenue officers should not be appointed as members. The number of Government members should not exceed one-fifth of the whole number, and the elected member should be entitled to serve three years, when they should vacate their seats. But they should be entitled to be re-elected after an interval of three years. The system of re-election would degenerate into a system of hereditary institution of which the natives of the country are so fond. While the permission to number to return after an interval will secure to the country all the benefits of their former experience. The election proceedings should be held once in three years, and should be conducted by Divisional Officers, and this could be easily done at the time of Jamabandy. The Sub-Registrars are no better than the Tahsildars, their pay being only Rupees 30 and upwards. It is not possible to organize Committees of non-official gentlemen for the purpose.

SECTION III.

I would have a standing District Board—District Board need not be a Representative Board. Its members may be appointed by Government, four-fifths being non-officials and one-fifth officials. This Board should have no control over the Local Boards. Their powers should be confined to the expenditure of money contributed by each Local Board for general purposes.

If the principle of self-government should apply to District Boards also, each Local Board should send a delegate; but I am afraid that unless a sufficient number of members are the residents of the Head Quarters, the difficulty might arise from want of sufficient number to form a quorum. The system of District Boards will fail just like the present Local Fund Boards. It is vain to expect Taluk members to take enough interest to induce them to travel long distances. The duties of District Boards will not be numerous. Trunk roads, general hospitals, travellers choultries on high roads and perhaps vaccine establishments are all that should be under their management. Perhaps District Boards might be empowered to levy a toll at the frontier stations on carts entering the District; this contribution being fixed for each Circle at certain percentage with reference to the amount of income and the total amount of expenditure proposed. All control to be exercised over Local Boards must be exercised by the Collector of the District as agent of Goverment and by no others.

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SECTION IV.

A tax on houses, buildings and lands, and a tax on arts and professions, is all that ought to be levied. All other taxes ought to be abolished. The tax on lands reaches the agricultural classes; the tax on arts reaches the artizan and commercial classes. House tax ought not to be levied. It is impracticable rightly to value the houses in rural villages. Tolls ought not to be levied. They will prove a continual source of annoyance. Cattle and draught animals ought not to be registered, or any fee collected. Such a fee would only be an additional tax upon the land. If funds are wanted, it would be far better to enhance the land-cess than to tax the animals as well as the lands they plough, for ryots do not keep a separate set of animals for drawing carts. Those who keep cart and draught animals are but very few and not worth taxing. Repairs of minor irrigations ought not to be entrusted to Local Fund Boards. It would be difficult for Local Boards to keep two sets of accounts which they cannot understand. It would lead to complication in accounts. The same reason applies to the management of religious institutions, unless the expenditure on this account can be shown in general accounts of the Board, which I think is not allowable. I do not see any difficulty on the score of the members being of various religious sects. If Devastanams are to be entrusted to the Boards, I think they should have perfect control over them and their Pujaries. They should have the power to dismiss them, subject only to a redress from a Civil Court. No distinction ought to be drawn between one Devastanam and the other, such as is now made in the Temple Committee Act, and I do not think it advisable at present to give the Local Boards the power of inspecting markets, prescribing weights and measures, &c., but they may be authorized to prevent encroachments on the streets.

SECTION V.

The Local Board should elect their own Chairman. The executive officers of Government ought not to have anything to do with the management of the details. The Divisional officer should, as representative of Collector, assist them with their advice whenever advice is sought. It is not necessary that the Government should have special power of veto on the election of a Chairman. If a man is fit to be a member of the Board, he should be fit to be its Chairman. The selection of officers to carry on Local Fund duties should be subject to the approval of the Local Board to be expressed within a fixed time.

It would be a good plan to vest each member with power to supervise the work in the area he represents. No special powers need be given to him concurrently with other members of the Board. If Circles are small as proposed by me, there would be

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no necessity for immediate exercise of power. The Government interference with the Local Boards should be extremely limited. It is necessary that details of Local Fund Budget should be scrutinised as at present. When once the Budget Estimates are sanctioned, there should be no more interference with them in the execution of estimates so sanctioned, except that a completion certificate should be required from the Board and the work inspected by an independent officer. The audit of accounts in all important cases in conjunction with the Divisional officer should extend only so far as is necessary to enable the auditor to see that the Budget allotments and estimates for particular works are not exceeded. A rural Board will generally have the work done by a Woddar or other ordinary workman in the village. A receipt by the workman of that money spent should be sufficient for audit purpose. I do not think that a special auditor should be sent every year, the monthly or quarterly accounts submitted in printed forms should be sufficient, coupled with an occasional spection by the Divisional Officer, who should take with him a member of the Engineering and other Departments concerned.

I would recommend the following scheme to secure real power and responsibility to the advantage of professional supervision. In no case, I think, should officers of other Departments have direct communication with the Boards. The Divisional Officers and the Collector ought to be the only persons that should have anything to do with them. The Tahsildars and other inferior officers should have nothing to do with them. Even the communications between the Divisional Officer and the Board should not pass through the Tahsildars. All communications should be put in the hands of the Chairman by the post peon and not through any Revenue officer.

XXII.

SECTION I.

1. There should be a Local Fund Board for each Taluq.

2. The proceedings of the Board should be conducted in the Vernacular language of the District.

SECTION II.

3. In the Tanjore District elective system may be safely and advantageously introduced in all Municipalities and Local Fund Circles.

As the privilege of election is to be newly conferred upon the people in many parts of the District, and as it will take some time for the people to realize fully the benefits and responsibilities

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of exercising such a privilege, it is desirable that a third of the members of the Local Fund and Municipal Boards should be appointed by Government for the purpose of securing the services of gentlemen of tried ability, who may not always be chosen by the people for want of sufficient experience or other causes.

4. Persons of the following descriptions should be considered as eligible to vote at the election of members for Local Fund Boards.

(1.) Every landholder who pays an annual assessment of Rupees 25 or more to Government.

It may be said that by fixing the minimum assessment at Rupees 25, a large number of landholders will be shut out. I think the minimum ought to vary with each District. In the Tanjore District the number of persons that pay Rupees 10 of land assessment is too large to be easily managed at elections, and further by fixing too low a minimum ignorant persons of very low social status will acquire the privilege and be too easily tempted to abuse it.

(2.) Inamdars, Shrotriemdars and Jageerdars who own half a *valy* of land or more. Persons of this class also contribute to the Local Funds.

(3.) Owners of other kinds of immovable property worth Rupees 1,000 or more.

This qualification may be considered as too high. But persons of this class, *i. e.*, owners of houses, gardens, &c., have not the same right to claim the privilege as those of the first two classes, for they do not contribute anything to the Local Funds, and their interest in the proper management of those funds is exceedingly small.

(4.) Persons who derive an annual income of Rupees 150 or more from other sources.

This class of persons includes artizans, petty merchants, village schoolmasters, substantial farmers, &c. Although these persons do not contribute anything to the Local Funds, they indirectly improve the material prosperity of the agricultural population. Because they are not rate-payers directly, a much higher qualification is insisted on in the case of these people, and further these classes of people are generally more intelligent than the agricultural population, and are therefore likely to appreciate the privileges better. Payment of Municipal Tax implies that the person taxed carries on a trade within Municipal limits. Such a person, unless otherwise qualified to vote, is not likely to be interested in the administration of Local Funds. Under the License Act persons deriving an income below Rupees 200 are not taxed at all. To fix the minumum income of voters at Rupees 200 would exclude a large number of intelligent voters. The Zemindars would come under the head of landholders mentioned above.

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(5.) Graduates and Undergraduates of any Indian or foreign Universities, residing within the limits of the Circle or Ward, to represent which the election takes place.

5. No voter should be allowed to have more than one vote. Under the system of cumulative votes, a few rich men may continue together, and by means of their cumulative votes render a large community of people powerless in electioneering campaigns. It may be said that no distinction is made between holders of extensive landed property who contribute largely to the Local Funds, and holders of a comparatively very small extent of land who contribute little. But it will be seen in the subsequent portion of this memorandum that the former class of landholders will enjoy a privilege which the latter will not, *i. e.*, the former will be eligible for memberships on the Board, and thus enjoy a double advantage.

6. No salaried Magistrate (excepting a village Magistrate) or Police Officer shall be entitled to vote at any election, even though he may be otherwise qualified under the above rules.

7. Each Taluq in this District should have a Local Fund Board of its own.

8. Election by Ward is the only system by which the benefits of the Viceroy's noble scheme could reach every creek and corner of the country. Each Mahanum may be constituted a Ward and be required to elect its representative in the Taluq Board.

9. Election by caste or occupation will lead to endless difficulties in fixing the qualification of voters, and is therefore not a desirable system to be adopted.

Qualifications of members of Local Fund Boards.

10. The following persons shall be eligible for memberships.

(1). Landholders who pay a kist to Government of Rs. 250 or more per annum.

(2). Inamdars, Shrotriemdars and Jageerdars who hold five valies of land or more.

It may be said that five valies in one Taluq may be worth considerably less than the same extent of property in another Taluq, and that the above is not therefore a proper test. But then the holder of this extent of property in a poor Taluq will sit as a member on the Board for that Taluq only, so that there will not be any very great disparity between the members elected in the Taluq on account of this qualification and those elected on account of other qualifications.

(3.) Owners of other kinds of immoveable property valued at Rs. 10,000 or more.

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(4.) Every graduate of any Indian or foreign University who shall have resided at least for a period of six months within the limits of the Taluq, before the publication of the names of candidates.

(5). All other persons deriving an annual income of Rs. 1,000 or more.

The following persons shall not be eligible for memberships.

(1.) Any salaried judicial functionary (excepting a village Munsif or village Magistrate and a Registrar of Assurances) or Police Officer.

(2.) Any person convicted of felony.

(3.) Any person afflicted with any loathsome disease.

(4.) Any person of female sex, of unsound mind, or of an age below eighteen.

N. B.—Every member so elected shall hold office for three years from the date of his appointment or until his successor is elected.

A member whose term of office has expired, shall be eligible for re-election.

11. Constitution of Taluq Boards.

(1.) A Taluq Board should consist of as many elected members as there are Wards or Mahanums constituting the Taluq.

(2.) The electors of each Ward should elect a member to represent its interests.

(3.) A number equal to half of that elected for the whole Taluq should be appointed by Government.

(4.) The Government should not appoint any person disqualified under the above rules.

12. Any person who is not a Magistrate or Police Officer may be appointed by the District Committee at the Head Quarters to superintend the election proceedings.

SECTION III.

13. There should be a Central Committee called "The District Committee" for each District in the Cusba station for the adjustment of matters of common interest to the several Municipalities and Local Fund Boards within the District. Each Local Fund Board in the District should appoint by election, from among its members, a delegate to represent it in the District Committee, who will continue in office for two years from the date of his appointment or until his successor is nominated. Each Municipal Board in the District should send a delegate

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elected in the same manner to the District Committee to represent the Municipality. The Government should appoint half as many members as the total number of delegates from the various Local Fund Boards and Municipalities, so that District Committees shall consist of half as many members again as the total number of Local Fund Boards and Municipalities in the District. If half the total number of Municipalities and Local Fund Boards in the District contain a fraction, the Government may reckon it as a whole number.

The District Committee should be empowered to supervise the proceedings of the Local Fund Boards and to report upon irregularities, if any, to the Government, and to administer matters of a Districtal nature, by allotting money from the collections of the Local Fund Boards and Municipalities. All matters of a Districtal nature should be clearly defined, and all allotments abovementioned, sanctioned by the Governor in Council. The District Committee shall have no control or supervision of any kind over the proceedings of Municipal Boards, but may ask for contribution of funds for objects in which any particular Municipality or all the Municipalities may be directly or indirectly interested. The delegate from each Municipal Board will watch the interests of the Municipality in the deliberations of the District Committee.

SECTION IV.

14. The resolution of the Government of India on Local Self-government does not contemplate the imposition of any fresh burden by way of local taxation, but only aims at securing better administration of the existing funds which in many Local Fund Boards are accumulating for want of proper objects upon which they could be spent. Fresh taxation will certainly make the Viceroy's noble scheme unpopular. Taxes like the License tax, tolls and registration of carts, will seriously affect the development of trade in the rural districts.

15. (*a*) Repairs of Minor Irrigation works may be entrusted to Local Boards with suitable allotments from Imperial Funds. The disputes between any two such Boards in matters of this kind will be settled by the District Committee, from whose decision an appeal will lie to the Governor in Council. The Revenue authorities should give the Local Boards the necessary information and help in matters of the kind.

(*b*.) The Local Boards may be entrusted with powers "to inspect markets, weights and measures, to prevent encroachments on streets, &c., and see that there is not injurious adulteration of articles of food." It should be a part of the duty of the Police to co-operate with Local Boards in matters of this kind. These are entitled to their help in the Tanjore District, at any rate, as the separate Police Cess which the ryots of the District formerly paid is now merged in and amalgamated with the Imperial revenue.

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(*c*) It is not desirable or politic to entrust the Local Fund Boards with the management of religious institutions in the country. In the first place the Local Boards, constituted as above, may number in its ranks Europeans, Eurasians, Native Christians, Mahomedans, Jains, Brahmins, Sudras, Pariahs, and persons of other sects and persuasions. These surely are not likely to co-operate with one another in matters of religious nature, and the result will be unnecessary quarrel and heartburning. In the next place political institutions of this kind should not, in their infancy, be saddled with heavy work and responsibility.

SECTION V.

16. It will be seen from the suggestions above made regarding the constitution of these Boards, that persons in authority have no seats in them, and that therefore any member of the Board will be eligible to be its Chairman, who should always be elected by the members of the respective Boards subject to the veto of Government for extraordinary reasons. The President of a Local Fund Board should have power in emergent cases to close up breaches in the banks of rivers and channels, which are likely to inundate the whole or major portion of the Taluk, without waiting for the sanction of the Board.

17. All appointments, suspension and dismissals of officers to carry on Local Fund duties, should be made by the members of the Board at a meeting upon the recommendation of the President, for in such a mode of making appointments favoritism and prejudice will have less influence in the distribution of patronage, than in entrusting all the powers in the hands of a single member of the Board. No individual member of a Board should be vested with any independent power unless by a resolution of the Board at a regularly constituted meeting.

SECTION VI.

18. As regards the degree of control which the Government and its officers should have in the administration of the Local Funds:—

(1.) The Government should sanction imposition of new taxes. But for reasons stated above no new tax should be levied till the benefits of the present scheme are appreciated by the rural population.

(2.) The alienation of property and the contracting of loans should be done only upon the sanction of Government.

(3.) The Government may suspend Local Fund Boards for habitual and persistent neglect of duty.

(4.) Before the commencement of the official year each Local Fund Board will prepare its Budget in the

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manner in which it is done by Municipal Boards, and submit the same for the sanction of the District Committee, whose duty it will be to scrutinize the Budget and suggest modification. Such suggestions shall generally be accepted by the Local Board concerned unless the matter is otherwise decided by Government upon appeal submitted through the District Committee.

(5.) Each District Committee shall prepare a similar Budget and submit the same for the approval and sanction of Government. The District Committee shall keep the Educational, Vaccine and Medical departments informed of the allotments made, by each Local Fund Board, in a tabular form or otherwise, so that they may have an opportunity of suggesting to Government or the District Committee, any increase or reduction in the allotment. Officers of these Departments paid out of the Local Funds and attached to any Circle shall be appointed by Board concerned in accordance with the rules laid down by the departments abovementioned and work under its direct orders.

(6.) All estimates for new works costing Rupees 2,000 or more, and for repairs costing upwards of Rupees 3,000, should be sent up to the Chief Engineer's Office for examination. Without his sanction no such work can be commenced. This submission of estimates is necessary both for the ascertainment of the proper cost and to get the best professional opinion regarding the nature of the work. All works estimated to cost more than Rupees 10,000 should also have the sanction of Government.

NEGAPATAM, 10*th November* 1882. R. SRINIVASA AIENGAR, *Pleader.*

XXIII.

(*From a Local Fund Board Member, Tanjore.*)

THE AREA OF JURISDICTION TO BE ENTRUSTED TO THE SEVERAL LOCAL FUND BOARDS.

I think the area of a Primary Board in this District may be conterminous with the area under a Tahsildar. Each Primary Board would be sufficiently large to contain a number of intelligent

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members and also to yield sufficient revenue, thus there will be nine Primary Boards in the District. No doubt a large number of persons would take interest in the proceedings of Local Fund Boards if the transactions were conducted in the Vernacular. Further, the members who absent themselves from Local Fund Boards at present on the score of distance that has to be travelled to District Head quarters, and the expense involved in doing so, will have the facility of attending the Primary Boards with less inconvenience. At present the non-official members are unwilling to avail themselves of the grant of the travelling allowance to them, not because they consider themselves too rich, but because they think it degrading to accept an allowance for the purpose. At the Taluqs the members chosen for the Board are likely to have a large number of known people about them, and they would feel themselves at liberty to express themselves freely and argue with less fear than at the District Board, where they feel as if they were in a strange element and fear that a free expression of their opinion would draw upon them the wrath of the white men. It may be that these minor Committees have not heavy work always; but there can possibly be no harm in having an occasion once for a month for the principal men of every Taluq meeting in a place to discuss matters of public and general interest.

SECTION II.

The mode of selection of Members, their Qualification, &c.

Municipality.—The system of election may be introduced at once in all Municipalities of the District. It is already in force partially and has worked satisfactorily in Negapatam, where there is less of arbitrariness on the part of the Revenue officials. In Tanjore a show of an attempt to introduce the system has been once made and a false report sent as unsuited for the people.

I am of opinion that simple vote is the best for towns here. At the outset I would have only a limited number of voters, and when the principles become well known, I would increase that number. At present every person who owns a house and pays Rs. 3 as ground tax to the Municipality, may be eligible to vote; also every person in the employ of Government, Municipal or Local Fund Boards, or any public company—any certificated pleader, or any adult who has passed any of the University examinations. With regard to those latter it is necessary that they should reside within the town.

Any person should be eligible for election as Commissioner who is a resident of the town and who is free from disqualifications unfitting him for public service. I would suggest that each Municipality should have the undermentioned officers as *ex-officio* Commissioners.

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1. { Collector—as President or Secretary, or
   The Divisional Officer—stationed in the town.
2. The Chief Medical Officer. }
3. " P. Works Officer. } Residents.
4. " Registration. }
5. The Deputy Inspector of Schools.

Not less than twice the above number of Commissioners should be chosen by election, each of them representing a particular section of the town. Magistrates, except those mentioned above, and Police officers should be ineligible for election. Commissioners once elected should sit for three years, after which time there will be a general election. Members who once sat being eligible for re-election. Every member elected or *ex-officio* should before he takes his seat be required to take a solemn affirmation or oath binding himself to discharge his duties faithfully. When a vacancy occurs it should be filled by election by that section of the town whose wants have to be represented. The Vice-President should be elected. An elected Commissioner's seat to be vacated if he is absent for six regular meetings in a year. The Magistrate in charge of the town should superintend the election business. The suggestion of the India Government to confer the title of "Rai Bahadur" to the members of Local Fund and Municipal Boards—will not, it is considered, offer sufficient inducement for members to take real interest in the affairs of the local bodies. We are not fortunate enough to have about us such public spirited men who wish warmly to take part in all public proceedings with pure and unselfish motives. I think therefore that it would be better if the members are allowed to enjoy certain privileges somewhat similar to those enjoyed by Members of Parliament in England of a more material kind.

Local Fund Boards.—At present the District is not advanced enough to elect its members to work in the Circle Board. The qualifications required for conducting business in the District Board should be first laid down and then the President directed to nominate persons possessing such qualifications at a fixed number for each Taluq proportionate to the population. It should then be made known that such and such members having been selected by Government to represent the wants and interests of such and such sections of the Circle, the people residing in such parts should communicate with them on all matters coming under the Local Fund Board's cognizance. I would recommend for membership, any certificated pleader, any graduate or undergraduate over 25 years, or any English-knowing Mirasidar paying not less than Rs. 200 to Government annually, and English knowing merchants whose estimated annual income is not less than Rs. 1,500. As in Municipality the undermentioned officers should be *ex-officio* members.

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For Tanjore and Negapatam Circles each.

Rev. Dept.	The Collector as President or Secretary	... 1
	The Divisional Officers	... 3
D. P. W.	The Local Fund Engineer	... 1
	The Executive Engineer of the District	... 1
Medical Department—the Zillah Surgeon ...		... 1
Educational—The Deputy Inspector of Schools ...		... 1
		8

and not less than twice as many members as above should be appointed by Government from among the people; the non-official members to be allowed travelling allowance at the rates now in force, and they should remain in appointment for the same time and be subject to the same conditions as the Municipal Commissioners. This is for improving efficiency of the Local Fund Board in their present form.

When the system of forming Primary Taluq Board is introduced, then the Primary Board should contain the undermentioned officers as *ex-offico* members.

The Chief Revenue (1); D. P. W. (2); Medical (3); and the Educational (4); Officers in the station.

and not less than 8 members should be chosen from among the people. The qualifications required to sit on the Primary Boards should be in the case of Mirasidars paying not less than Rs. 200 a year, and in merchants with an annual income of Rs. 1,500, an ability to read and write the vernacular fluently. Any graduate or undergraduate over 25 years and any certificated pleader will be eligible for election. The Magistrates, other than the chief, and the Police officers being ineligible. To start with these members should be nominated by the President and appointed by Government. After a time, as people understand and appreciate the system of representation, partial election may be allowed, and eventually all but the *ex-officio* members will be chosen by the people.

From the above it will be seen that election system is recommended for Municipal towns only, and that a system which may be termed intermediate but not referred to in the Memorandum under reply, is suggested for adoption in regard to Local Fund Boards as a tentative measure to prepare the people for giving them the privilege of choosing their own representatives. The distinction made among the members is not as *official* and *non-official,* but as *ex-officio* and *chosen* by people or by Government (for the people). The minimum number of members for a Primary Board is fixed at 12, and will vary in proportion to the population of the Taluqs, the number of *ex-officio* members remaining unaltered. It will also appear that the scheme excludes an undue

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proportion of Magisterial, Revenue officers, and the Police officers entirely, and contemplates the inclusion of the officers of the Registration Department like non-officials.

SECTION III.

The mode of Adjustment of Matters of common Interest between Local Fund and Municipal Boards.

I am for a Board of delegates for the adjustment of matters of common interest, the number of delegates being not less than three and in proportion to the population of the primary Circle. One of the three delegates should be an *ex-officio* member, and the rest should have a fair knowledge of English. The delegates should represent the Primary Boards from which they come for a single year only. The powers of the District Board over the Primary Board should be limited to the framing of Budget estimates, to the submitting of administration reports, and to the decisions on matters of general and common interest affecting all the Primary Boards. In all these cases the views and decisions of the District Board should prevail and be final. I am not for expending the money collected in one Circle for purposes entirely relating to another Circle.

The resolutions of the Primary Board will be in themselves valid in matters relating to their Circle exclusively; and the President will have simply to carry out them; but when the resolutions relate to proposals not once considered by the District Board at the time of the framing of the Budget, or when the amount of the estimate for works exceed certain limit and for some such important question. Such resolutions will not be valid without being ratified by a resolution of the District Board also. For all such purposes the District Board will have to meet once in three months at least.

SECTION IV.

The Funds with which the Boards are to be entrusted and the purposes to which they are to be applied.

I see no reason to make any distinction between the powers and privileges of the Municipal and Local Fund Boards, though for sound reasons the constitution of funds under their control and the purposes for which such funds are utilized, may be different. What I mean is that these two Boards should be formed under the provisions of a single enactment, that towns having not less than a fixed population should have a Primary Board of their own subject to the District Board in the same way as other Primary Boards for rural tracts. In view to secure uniformity throughout the District, and also to avoid the unpleasantness of teasing the people in several ways, I would propose to

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have only three forms of taxation in Municipality as well as in Local Fund Circle, and dispense with all other petty and vexatious taxes in the shape of tolls, latrine fees, market fees, pandal fees, and even Court fees stamps on petitions, &c. &c. They are—

1. Income tax.
2. House tax.
3. Fees for the registration, carriages and for draught animals.

I propose the *Income tax* in the place of the present Land cess in Local Fund Circles and professional tax in Municipalities, because, besides introducing uniformity, it has the advantage of embracing in towns as well as in rural tracts people who are neither cultivators nor practisors of any profession, and who are nevertheless enjoying all the comforts as well as the tax payers.

As regards the landholders, the tax would merely be a change of name, the incidence of taxation would be in a certain fixed proportion to the amount of land revenue paid to Government, and would more or less correspond to what is now paid for Local Fund purposes in the shape of Land cess.

I propose to dispense with the collection of tolls on the ground that it is very unreasonable; because there seems to be no reason why a cart or carriage travelling about 20 miles to a Municipal Town should be able to travel 19½ miles free, but pay a number of annas for the last half a mile alone. I would, however, allow tolls for limited periods to meet extraordinary charges, such as for the construction of bridges, &c., when such charges cannot be met from the ordinary revenue.

I do not think any other kind of tax recommendable either for towns or villages. Besides, it is my intention that even the three kinds of taxes abovementioned should be levied at such fairly low rates as not to be oppressive to any appreciable degree. When the funds thus raised are not sufficient to provide for all the conveniences necessary for towns or villages, the Government should step forward with suitable aid. For it must be remembered that the self-governing bodies only undertake upon themselves the performance of a portion of the duties which people have a right to expect from the Ruling authority. We may safely say that $\frac{1}{20}$th of the aggregate revenue paid by people is under these acts at the disposal of local self-governing bodies (if such a name is appropriate), while the remaining $\frac{19}{20}$th of the revenue is appropriated by Government proper for maintaining the force necessary for the protection of life and property and for public works, the other departments being more or less self-supporting. I refrain from entering into details connected with the disproportionate distribution of *funds* and *duties* between the

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Self-Governing bodies and Government proper for want of reliable and accurate statistics. In this connection I wish to point out that the *Local Self-Governing bodies* are at present treated like *private companies*, and they are not allowed even the privilege of paying only the *official rates* of postage; this tendency to treat them as private companies is year after year increasing and manifesting in several ways, and I invite the special attention of the Native Association to this point.

In connection with the funds I have to observe that it is not understood why the Government should undertake the collection of Local Fund revenue only, and not the Municipal. The distinction should be done away with. The duty of collecting revenue, whether Imperial, Provincial, Local or Municipal, should be attached to the Revenue Department only, and the concern of the Local self-governing bodies should be, only to administer and utilize the funds at their disposal.

I do not wish to add to the duties and responsibilities of Local Fund and Municipal Boards, because those that are already attached to them are all that can be efficiently discharged at present. I doubt not that the Local bodies could render themselves popular by undertaking the management of religious institutions. I am for investing the Local Boards with final powers of control in matters relating to Devastanams, I think it desirable to empower members of Local Fund Boards to inspect markets, &c. &c. There should be uniformity of weights and measures throughout the country.

SECTION V.

THE MODE OF CONDUCTING BUSINESS.

With regard to the manner of conducting business in Local Fund and Municipal Boards in this and other Districts which I have seen, it depends entirely upon the President or Vice-President who sits as Chairman of the meeting. The Board is a mere name, and the decision of the Chairman is the decision of the Board. The Boards as at present constituted contain not less than one half of official members, every one of whom is more or less under the influence of the Collector.

The head of the D. P. W. and medicine are, as a rule, European members, and they care little for matters not relating to their departments. When any thing of importance connected with their own departments comes before the Board, it is as a rule settled in a private interview with the Collector. The Deputy Inspector of Schools fears the Collector in his capacity as President. The other official members are all his subordinates. As regards the non-official members, a few of them are pleaders, who having to practise in Courts presided by the District Magistrate

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and his subordinates, fear that their private interest would suffer by freely expressing their opinion in public meetings, when such opinions are at variance with those of the presiding member. If any of them has the independence to overrule the last consideration, even then he has no reason to hope that a dissenting vote from him would in any way affect the resolution of the President, who is supported by a great majority of the other members. The remaining members are Mirasidars. A few of them are respectable, intelligent and independent and as good as any native non-official member, which any of the Board in the Presidency may expect to have. They are quite disgusted with the high-handed manner in which business is done. They find that official members, who surely hold the same opinion as themselves in matters before the Board, express their assent readily to opinions expressed by the President, when such opinions are quite the reverse of their own. Thus the non-official members find that they are in the minority. The other non-official members know no English. They attend meetings occasionally for fear of being taken to task for long absence, for the honor of sitting in a seeming position of equality with the Collector of the District to discuss political matters, or to ingratiate themselves into the favour of the District Head by readily nodding to the proposals which they do not understand, and which they cannot understand even if explanation is afforded. I do not say that some such members as the above attend meeting under special orders when occasion requires that the President's proposal should be carried by a majority, for such occasions are not very frequent. Thus it will be seen that the Board is a mere name, and that the President's decision is the Board's decision. With regard to the Municipalities, the state of things is no better.

* * *

From this it will be seen that the Local Fund and Municipal Boards at the Head quarter of this District are two farces. The President's opinion is the Board's opinion, and his decision the Board's decision. It is therefore, I have proposed in Section 2, to limit the number of the Revenue subordinates and to introduce a large majority of the non-officials. At present I will not exclude the head of the District from sitting in the Board altogether. I think that if the Collector or the chief revenue officer is designated the Board's Secretary, and reduced to a position of equality with other members with power to sit as Chairman, only when elected by the members present, that will suffice for the present. The powers of self-government will be developed in course of time, and non-official members fit to manage matters will then be available. I would not deprive the Secretary of the power of selecting and appointing officers. I would restrict his powers of appointment and dismissal to posts

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worth not more than Rupees 50 a month, all other appointments and dismissals being subject to the Board's approval. An appeal shall be to the Board against all orders passed by the Secretary, and the Board's decision should be final, except in matters in which the Government has a right to interfere. With regard to vesting members with power to supervise works in the areas which they represent, I would leave the decision to the Boards. If the Board empower any member to supervise, I do not think that the Secretary should have any power of control over such supervising member.

SECTION VI.

As regards the amount of control to be retained in the hands of Government to prevent wasteful expenditure and secure efficient administration, I think that the power of control now exercised by Government over the Municipal and Local Fund Boards under Acts I and IV of 1871, will have to be modified as shewn below.

1. Till the pure election system is brought into force, the appointment and the dismissal of the members of both Municipal and Local Fund Boards should be based upon the resolutions passed by the Boards concerned the first appointment of a new set being itself based upon the resolutions passed in a full meeting of the *ex-officio* members. The Collector will be the *ex-officio Secretary*, a Vice-President if necersary will be elected in all cases. A divisional officer will be a member of a Board only if his official superior or subordinate is not on the same Board.

2. The Government may have the power of transferring to the Local Bodies the management of charitable institutions under Registration 7 of 1817, but not without first obtaining the consent or the opinion of the concerned bodies.

3. The Government should prescribe the standing rules and orders for the guidance of the Local bodies in the administration of their funds, but the bye-laws having reference to the peculiarities and other circumstances of the town or country, should be framed by the concerned bodies only for the approval of Government.

4. The Collector as the Secretary of the District Board will have the entire executive power of the Board vested in him, and will be responsible for the due fulfilment of the purposes of the Local Fund and Municipal Act and for carrying out the resolutions of the Board.

5. The contribution of funds by one Circle Board to another should be allowed only with respect to the Boards that are within a District. As these are local bodies and are meant to care for the immediate local wants alone, their funds should not be diverted towards the expenses of any institution or scheme which may relate to more than one District. The district bodies should therefore be relieved of the duty of contributing towards the main-

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tenance of the Medical College and the like, and the charges relating to these must entirely be borne from the Provincial revenues.

6. Of course the Annual Budget estimates and the Administration Reports of these local bodies will be submitted for the approval of the Government as hitherto; and their orders and observations will be binding upon the local bodies.

7. The Local Boards as a primarily responsible agency—should organize such establishment or adopt such measures as to ensure a satisfactory and efficient working, and also to prevent wasteful expenditure. But they should not be called upon to pay anything towards the cost of the Inspecting agencies, (such as the establishment of the Surgeon-General, Sanitary Commissioner, the Director of Public Instruction, the Inspector of Local Fund accounts, &c. &c.), that are organized and needed by the Government to help them in the general administration of the whole province. It is the duty of Government to maintain such central and professional agencies at their own cost, and to make it possible for the local self-governing bodies to avail themselves of the advices of the said professional authorities in all the possible way. Therefore the Government cannot throw any sort of charge on account of the inspection or superintendence over the operation of the Local bodies. For the same and similar reasons no charge can be made on account of the cost of the controlling establishments in the Board and Government office.

8. There is no necessity for maintaining at the cost of Local Funds the present elaborate machinery at Madras for a mere nominal audit of Local Fund accounts, while the necessary and proper audit is conducted in every District. What I propose is to have one efficient District audit establishment for scrutinizing the acconnt and expenditure of both the Local and Municipal Funds in every District, and the inspecting officer that may be deputed by the Government can be awarded with an honorarium, if the Government will not see fit to adopt the more desirable plan of sending out a competent officer of their account staff for a periodical inspection of the District accounts.

9. The power of the appointment of Sub-Committees for the management of schools, dispensaries, &c., must rest entirely with the Local Boards.

10. The Local Fund and Municipal monies should be lodged in the Government Treasuries only, and the Treasury Deputy Collector should monthly furnish the local bodies with a statement showing the collections and expenditure or the funds available for them.

11. The investments of the surplus funds will be made only under the approval of Government.

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12. The Local bodies should not levy any rates or taxes without the knowledge and permission of the Government.

13. TheLocal bodies must furnish the Government or any officer appointed by them with such statistical informations as they might require from time to time.

14. There must be an appeal to Government against all actions of these bodies infringing or in any way interfering with the rights and convenience of the people.

15. The Local Boards cannot alienate their property or contract loans without the sanction of the Government.

Subject to the above modifications, the Local Boards may continue in the same relation to the several departments under Government as that in which they stand at present. The Head of several Departments, Medical, Educational and Public Works, will continue to be the advisers of the local bodies through the Government in all cases.

XXIV.

1. *Question.*—Who should be elected ?

Answer.—We find it stated in the Viceroy's resolution, Para III.

A. " As education advances, there is rapidly growing up all over the country an intelligent class of public spirited men whom it is not only bad policy, but sheer waste of power to fail to utilize. The task of administration is yearly becoming more onerous as the country progresses in civilization and material prosperity. The annual reports of every Government tell of an ever-increasing burden laid upon the shoulders of the local officers. The cry is every where for increased establishments. The universal complaint in all departments is that of overwork. Under these circumstances it becomes imperatively necessary to look around for some means of relief; and the Governor-General in Council has no hesitation in stating his conviction, that the only reasonable plan open to the Government is to induce the people themselves to undertake, as far as may be, the management of their own affairs, and to develop, or create if need be, a capacity for self-help in respect of all matters that have not, for imperial reasons, to be retained in the hands of the representatives of Government.

B. "The Governor-General in Council considers it very important that the area of jurisdiction allotted to each Board should in no case be too large. If the plan is to succeed at all, it will be necessary to secure among the members both local interest and local knowledge. Experience proves that District Committees are, as a rule, very badly attended by members not actually

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residing in the vicinity of the head-quarters' station. Those who do attend have frequently no intimate acquaintance with the wants of outlying parts of the District".

The extract A. necessarily implies that the elected are expected to possess.

(1.) Educated intelligence.
(2.) Public spirit.

Extract B. implies that to these must be super-added :—

(1.) Local knowledge.
(2.) Local interest.

Practically these *four* factors are laid down as desirable:

(1.) Educated intelligence.
(2.) Public spirit.
(3.) Local knowledge.
(4.) Local interest.

The first two do not practically imply each other though, theoretically speaking, they ought to *Neither,* by itself, will answer. To be of use, they must co-exist; and if *they do,* then, the third will follow as a matter of course, provided the area under control is limited as pointed out in my answer to Question 6.

The union of these three factors will necessarily imply the fourth in one sense and will not in another sense. The sense in which they will *not* imply it, is *a personal proprietary interest* within the area. Although I agree that possession of such an interest is a decided advantage where practicable, it is vain to expect it united to the other factors, situated as we are at present and as we shall be for a good many years to come. The sense in which they imply it, is that the members elected, having been chosen by the voters who do possess local interest, thereby acquire their interests as representing them.

I believe that, for all practical purposes, this character of local interest amply suffices. It is easy to see that parliamentary election rests on this basis, and such *alone* can be the basis of all systems that profess to be of an elective or representative character. Genuine ambition and earnest devotion to duty are effectual, without being bottomed in self-interest, and they will supply the want, if one exists at all.

Therefore my answer is, every one must be eligible who offers himself possessing an educated intelligence and public spirit, his educational qualification being measured by his fitness to understand in a general sort of way the modern principles of taxation, agriculture, sanitation and general conservancy.

I would not absolutely exclude those in the Government service. As regards such men I would obviate the chances of narrow majorities securing their choice by suggesting that they shall not be eligible unless they secure a majority of three-fourths

of the votes. My reasons for this opinion are as follows:—For the reason, that in the peculiar circumstances of our country at present, Government service practically absorbs the best part of the indigenous talent, such a restriction will be both hurtful and unjust. Where the purpose is to work in harmony with and in aid of Government, such a principle of exclusion is out of place. The only danger to be apprehended is that they may use their position and the dread that is entertained of them to secure their election and that the habitual subserviency they cultivate and manifest towards their official superiors, would often make them degenerate into mere assentators or tools in official hands. I admit that this danger exists. But I must say that, so far as submission to the official autocratic will is concerned, it is the characteristic of the generality of non-official minds as well, in the Mofussil. In this respect improvement *is* needed, and I am of opinion that, once capricious exercise of power is doomed or receives an effectual check, the change will not be confined to non-official men only. The origin of the evil lies in the atmosphere that surrounds men in the Mofussil both official and non-official. Infuse light into the atmosphere, then the murkiness breaks up for the benefit of all citizens both official and non-official and there will be an effectual end to that obscurity which magnifies dangers. To provide, however, against the official position being used to prejudice fair election, I would prescribe an overwhelming majority as a condition of choice.

2. *The mode of Election.*—Taken by itself, this is of minor importance, compared with the question of the *kind* of men elected. But, viewed as the means of political education and as an incentive to a lively and intelligent interest in local affairs, its value cannot be over-rated. To begin with, I would have the assembly composed of an equal number of elected and nominated members. My reasons for this opinion are as follows:—The novelty of the thing need not be an objection, as, under proper guidance and a considerate fostering, it will become naturalised among us, just as Municipal and many other local institutions of the present day took root in England, where, historically speaking, they were not of indigenous growth. Participation by the people in the management of public affairs is itself a novelty, and when *that* is experimentally tried, I see little reason to take exception to the *mode* that is adopted to determine how, mediately, they shall secure such participation. The truth is that, here as in other parts of the world, the elector's task begins and ends with voting for a particular candidate, and, except for the purpose of registering the sayings and doings of his representative with a view to prepare how he should proceed advisedly in future elections, he might as well go to sleep thereafter. Even in countries, conspicuous for the application of the election

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system, political leaders find themselves under the necessity to raise a side-issue and give point and prominence to some particular line of policy, thus adroitly to suggest to the narrow capacities of the electors (otherwise quite undecided and at sea) some tangible ground whereon to divide and decide. Organised opposition has become, in such countries, quite a recognised institution, and some traditional or accidental difference between prominent rival claimants to power is cleverly manipulated and erected into a radical distinction. In many instances the differences that are formulated as raising important political issues are either fanciful, doubtful, irrelevent or verbal only. But, under the wand of the political magician, they assume the character of stern realities, and decide, for the time being, the course that the current of public feeling should take. Instances of these observations will readily occur to every observant person. Opposition to Government, as an institution, is out of place in this country, and an electioneering tactician can seldom find appropriate or even plausible objects, whereon to direct the current of popular sentiment at each election. Absence of such stimulating elements must needs eleminate from elections all popular excitement and fervour, and produce, before long, downright apathy, as experience too truly proves that mere personal claims seldom command popular recognition and equally seldom determine popular choice. To supply this necessary factitious element, I would suggest the nomination by Government of half the number of the members, so that, in all cases, the popular mind may see in this fact a fancied coalition against public interest, as opposed to official interest, and strive to chose men of public spirit and culture as a sort of counterpoise, acting in the belief that it is thus providing checks and balances.

It may be that the necessity for such artificial and fictitious stimulation is an unhealthy sign, but it is nevertheless indispensable in the present condition of human nature in general and the circumstances of our country in particular. I may be allowed to add that where some other satisfactory stimulus makes itself felt and takes its place, it will be time enough to abandon the system now proposed as a tentative step. I am, however, decidedly of opinion that, without some such stimulating cause (call it factitious or fictitious), election will turn out to be abortive of all interest and instruction, and fail to be the means of the political education which is enunciated by the Viceroy as one of his chief objects in inaugurating the system of local self government. Otherwise, for want of a *definite purpose, such as can be grasped* by the voting intelligence, we must be prepared for disappointments and an alternation of stolid apathy and wild excitement on the one hand, or a play of petty antipathies and little-minded jealousies on the other.

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For another reason, too, I consider a mixed Board desirable, and it is this—we shall thereby obviate the ill consequences that must needs flow from the want at present, among our people, of *mutual confidence, calmness of mind* and a sober estimate of official importance—all of which are very properly held by a high authority to be indispensable conditions for success in the exercise of elective privilege.

Of necessity, these ill-consequences must operate to render the Boards somewhat inefficient in their early stages, and what occurs to me as the wisest course to guard against them, is to introduce *capacity* into the Boards, otherwise than by means of *election alone.* As to any objections that men fit to engage as such non-official members will be few and far between as we *now* find them, I must say that it is wrong to conclude that their number will not be incomparably greater under other and more propitious circumstances, and with prospects, before them, of personal distinction and substantial usefulness hitherto unknown and unattainable. Judging by my experience of several parts of our Presidency visited by me under the exigencies of my profession, I am not without sanguine hopes. Every town and every other place where the conditions exist that bid fair to render it a town before the lapse of many years, contains abundant efficient materials, and I think that, where such men are found in the Mofussil, the inducement and inclination are sure to be found stronger than in the Presidency towns, for reasons out of place here.

3. *The time of Election.*—I would give the Board a lifetime of three years, but to accustom the people to the new principle and help to sustain an interest in it, I would make a third of the members vacate every year, so that there might be an annual occasion for the exercise of the privilege.

4. *Who should be Voters.*—Here again, I must remark that, if proper representatives are secured, it did not much matter how many voted for them. Except as creating and keeping up in the minds of voters an interest in public affairs, and as schooling them to hit upon the fittest representatives as occasion arises, this matter is not of great moment. Timocratic qualification is the ruling principle that generally obtains; and I am of opinion that its pervading character, to the virtual exclusion of every other principle, is an accidental survival of the practically-undivided sway that property-men exercised in the past. Besides property, other interests have since sprung up and they claim recognition. If property is power, knowledge and cultivated intelligence have now-a-days shown themselves to be powers also. I would propitiate these forces, partly because justice necessitates it, and partly because, if left in the cold by administrators, these forces will, from their inherent energy, place themselves in opposi-

tion to the official class and detect and magnify, to an undesirable extent, the errors and short-comings that must inevitably be found in all administrations, however cunningly devised. A man of intellectual power is no contemptible enemy *as a free lance*—a fact that the authorities must note and remember in spite of the shallow, short-sighted or interested cry kept up against the educated Hindus. Where therefore the possessor of the educational qualification is competent to be an exponent of public opinion, I would recommend his being eligible and, where this standard is not reached, I would give the right to vote. This plan will practically give a vote to every graduate and undergraduate, every village priest and skilled workman, and to every other person who may be on a footing of equality with these. As to property-qualification, I would fix a pecuniary limit, with reference to the puttah as regards land-owners, and with reference to other proofs of income as regards others. What that limit should be depends on details which are not now within my reach. In no country has the elective system been applied in a comprehensive and exhaustive manner at the very commencement. Limits have been resolved on from time to time, and, whatever reasons may have been advanced in defence of such limits, the truth is that the line drawn, after all, indicates an artificial circumscription. I have no decided opinion on this point, and I shall conclude with saying that the limit, if it is to be set at all, must be so placed that *notwithstanding it*, a large majority might exercise the right, and each village of any appreciable status might be influenced and penetrated by *the living* spirit of the scheme.

5. *The position of the Executive Officers.*—I have a decided preference for the exclusion of the executive officers from the Boards as *ex-officio* members. I expect that officials that have habitually subordinated their intellects and consciences to official dictation or official good-will, may argue with great plausibility that the executive officers, by reason of their education, experience and plenitude of reliable information, are likely to advance the true interests of the public with greater certainty than mere tyroes in the art of Government, set free from official trammels. I do not deny the force of this argument altogether. But I am bound to remark that such as employ this method of reasoning fail to notice that the scheme proposed does clothe the executive expressly with directive functions. As the matter now stands, the official nightmare smothers you in a self-sufficient, cavalier and contemptuous spirit, and by strangling all discussion, discourages all reflection and effort before hand. This is not a mere fancy-picture. It is the fruit of painful experience of a good many, so situated.

The change proposed will let fairly educated men to delibrate and resolve, unencumbered by this incubus, and yet empower the

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executive *personnel* to correct error in the view formed and conclusions reached independent of official aid. While the existing condition of things deters in anticipation and disgusts in performance, the plan proposed has the rare merit of unavoidably tending to awaken, in the minds of non-official functionaries, an adequate sense of the justness of official criticism and official suggestion, pronounced and made, after they themselves have done their best.

There is the further advantage of compelling the exercise of reflective and acquisitive powers on the part of members, who, under the weight of real responsibility, are sure to be much more assiduous than when they play second fiddle or play no fiddle at all as at present. The prospect of getting credit for sensible resolves and the fear of having to face exposure for shallow or faulty views cannot but influence most beneficially and form an incentive, without an equal, in encouraging industry and evoking energetic thought.

6. *Q.—The area of Jurisdiction of a Local Board.*

A. I would, in the main leave this to depend on proposals to be collected for each district from men specially acquainted with that district. I would, however, state it as my view that in the present circumstances of our Presidency, a board should be located in each town or place that without being a town already contains in it elements, to turn it into a town before many years, such Board to exercise jurisdiction over an area, represented by a square of nearly 10 miles to a side or by a circle of nearly 5½ miles radius. The subjoined extracts explain how I have come to fix this area.

(*a.*) "In respect of local self-government, a tract of country represented by a square of about 33 miles to a side or a circle of 18 miles radius have been, elsewhere, found to be too extensive for superintendence involving long and expensive Railway journeys and calling for a knowledge of great mass of details, such as are possible only for highly paid officials or gentlemen of ample means of leisure."

These difficulties are only in an aggravated form in this country.

(*b.*) A tract of country represented by a square of nearly 10 miles to a side or by a circle of little more than 5½ miles radius is found to admit of being traversed on horse back or in a carriage."

With a people, not used to horsemanship and in a country rather back ward in respect of roads, the aforesaid facility is rather hard to secure. But the difficulties are not insuperable and may diminish every year.

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(c) A tract of country represented by a square of 2 miles for a side or by a circle of little more than one mile radius is found to admit of every part of it being visited on foot."

Although the last area is best suited for all purposes of attention and knowledge, yet within such an area we are not likely to meet with sufficient voting or eligible intelligence in the present condition of intellectual advancement in our presidency.

Subject to variations, where other-conditions exist, I suggest the area as in (b.)

To afford scope for such a scheme of local self government I would erect into a town the places, which, without being quite towns already, promise to become such, before many years. The location of a Board in such places as these latter will contribute marvellously to progress, as has been the case with many villages, which by reason of being made Railway Stations have grown into an importance, out of all proportion to the length of time that has elapsed. In this view, therefore, I would make a catalogue of the towns and quasi-towns irrespective of the present division of Districts and attach to each of such places as centres, a tract that would answer to the area in (b.)

7. Q.—*Mode of adjusting matters of common interest.*

A. The present division of the Presidency into districts is to me unintelligible. It can well be said of them that " they are mere topographical fractions, and have no unity or individuality of their own." I would break up the Presidency into some dozen comprehensive divisions, making each of these to comprise two or three of the present adjacent districts by way of amalgamation.

Each of such comprehensive divisions shall have a divisional council, to be formed mainly of representatives from the large number of local Boards within its sphere. If this does not bring together sufficient talent I would *provisionally* include all District Munsiffs, Deputy Collectors and Sub-Collectors, Principals of Divisional Schools (to be hereafter mentioned) to be members of those councils and make the District Judge its *ex-officio* President unless three-fourths of the members record a vote against him. I would leave the Collector with his posse of executive subordinates to represent and protect the Government interests acting in his regulative or directive capacity, and invoking the intercession of the Government, where necessary. At present a well-intentioned or well-behaved Collector is an accident, and the almost absolute power which he wields is practically uncontrolled by any man or body of men, who might carry weight and might check him, antecedently, from self-willed and crude acts. Under the system, here advocated, of forming Divisional councils, there will be a respectable collection of talent and wisdom, that must, of necessity,

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reduce capricious or idiosyncratic conduct to the minimum or vanishing point. The creation of influential and intellectual centres of this sort is of first importance and affords scope for expansion of usefulness in other ways than in respect of local self-government.

8. *Question.*—What matters shall be left at the disposal of the Local and Divisional Boards?

Answer.—The making of a list of the matters disposable by the Boards presupposes a mass of detail connected with Revenue affairs, not within my reach just now. I would leave this to depend on suggestions of those who remain on the spot. I would however affirm that education should be left in the hands of the Divisional Boards who shall work the educational scheme so as to form and maintain at the head quarters of each Divisional council a High School, teaching up to F. A. beginning with the Preparatory Matriculation class and so as to create a school at each of the Local Board town, sending up boys to the divisional Schools. I would gradually emancipate these schools from the control of the Director and make them work up to the standards that the University impliedly fixes by means of its periodical examinations.

For some time, it may be necessary to keep up the Inspectors of schools; but I would insist upon the abolition of the system of inspection as at present conducted, my reason for such an abolition being that the Inspectors are generally unable to institute anything like a thorough or searching examination and that the areas over which their respective jurisdictions extend do not admit of the inspection taking place in proper time *i. e.*, before the classes are broken up and the boys are re-distributed into fresh classes, seldom exhibiting uniform proficiency. The managers of good schools cannot but suffer in credit under these unfavorable circumstances, while ill-managed schools will escape just criticism in the dead level of incompetency that must mark all classes filled with recruits all round. I think that the Divisional Councils will contain men advanced enough to carry the inspection-work generally, and I believe that either a yearly comparative examination, by an officer appointed each year by Government, of the highest classes in all schools of like grade, or a quentennial inspection by a like Officer will suffice to ascertain from time to time the degree of general educational progress in the Presidency. I have only to add that, while I consider that standards above noted should be kept up in the Divisional and Local Board schools, I would raise them whereever exceptional resources warrant such a course. The gradual diminution of the powers of the Director and the eventual abolition of his office and those of the Inspectors will set free a good deal of funds for being utilized in the maintenance of the schools themselves; and if contri-

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butions now made to the many recognised local purposes be more equitably readjusted than now, I think that a further increase of the educational funds will result adequate to the purpose.

P. ANANDACHARLU,
High Court Vakil.

MADRAS,
20th September, 1882.

XXV.

(*From a Revenue officer of Malabar.*)

1. Firstly, the area of jurisdiction to be entrusted to the several Local Fund Boards is to be considered. In this District I would have a Local Board for each Taluk. The extent of territory comprised in each Taluk, and the amount of land cess and other revenues which now come under the head of Local Fund Revenue would certainly admit of its being placed under the administration of a separate Local Board. There will not also I think be any great difficulty in securing the services of competent men to serve as members of each Taluk Board.

As a Revenue Official in the sub-division of Malabar, I have better knowledge of the three Taluks of North Malabar. My experience of the working of the Tellicherry and Cannanore Municipalities, and of the Local Fund administration of the Tellicherry Circle, when North Malabar was a separate Local Fund Circle under the Sub-Collector as Vice-President, tells me that each of the Taluks of North Malabar can be placed under a separate Board. The land cess in Kurumbranad and Chirakkal Taluks, amounts to about Rupees 25,000 each, and in Kottayam Taluk it comes to about Rupees 12,000. Adding to this the income derived from tolls, ferries, avenues and other miscellaneous items, namely, about Rupees 30,000, the Revenue will, at the lowest possible estimate, be about Rupees 92,000, or Rupees 30,000 on an average for each Taluk. This amount if properly spent will be ample for all local requirements, leaving a fair Reserve Fund for emergent and unforseen expenditure in connection with the construction and maintenance of roads and bridges. The people of North Malabar are as a rule more intelligent and independent than those of South Malabar, and consequently there will not be much difficulty in obtaining suitable members for each Local Board. The Taluks of South Malabar excepting Cochin, and Calicut have a larger area and income, and these may also be placed each under a separate Local Board. Here, however, I think there may be some difficulty in obtaining a sufficient number of intelligent members, but at the outset, I would suggest that the Local Boards of the Southern Taluks may

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be organised with a comparatively few members, and I have no doubt that in course of time, as people begin to learn the advantages of local administration, the Boards will be more satisfactorily represented.

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The Taluk that requires exceptional consideration in this District, is the Wynaad Taluk. For financial reasons, I do not think it would be advantageous to place it under the administration of a separate Board. I would therefore suggest the splitting of this Taluk into two divisions, North Wynaad to be joined to the Kottyam Taluk, and South Wynaad to the Calicut Taluk. This was what was done when the District was divided into two local Fund Circles, and till the amalgamation of the two Circles of the District, North Wynaad formed a portion of the Tellicherry Circle, and South Wynaad of the Calicut Circle. The next question to be considered is the number of members that would represent each Local Fund Board. It is evident that the number must vary according to the circumstances and peculiarities of each Taluk. In North Malabar each village may be represented by a member. If this is adopted Chirakkal Taluk will have a Board consisting of 24 members, Kottayam 28, and Kurumbranad 57. If this is considered to be a very large number, I would suggest that two or three villages grouped together may be represented by a single member elected by the residents of those villages. In my opinion, the greater the number of members in each Board, the better will be the effectual carrying out of the local administration. Local Boards with a large number of members, would, I believe ultimately tend to the creation of a general national assembly in the head quarters of each Local Government, something like the British House of Parliament, for discussing general administrative questions that affect the country at large. In South Malabar each Taluk may begin work with a Board consisting of 12 or 15 members elected by the people. As regards Municipalities, the existing Committees may of course remain the Local Boards for areas included within town limits, increasing the number of members wherever it is found necessary and expedient.

3. I now come to the second and more important question, namely, the mode of selection of members, and their qualifications. To constitute a real local self-governing body, the members composing it ought to be chosen by the people. The system of election can very easily be introduced in all the Municipalities of this District. I am informed that the election of members in the Municipality at Calicut, the chief town and capital of the District did prove a success, and I have no doubt that the adoption of the system in the four other Municipalities of Malabar would be attended with equal and in some instances better success. The

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election of members to represent the Taluk Boards is not however a question that could be so easily disposed of. It is beset with several difficulties, and much tact, patience and perseverance are required to carry out the election principles in rural tracts.

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I would suggest that a move might be made in this direction, even in the case of selecting members of the rural Taluk Boards, though as stated before, the results may not be very encouraging at the outset. As expressed in para. 13 of the Resolution of the Government of India, the election proceedings must have the full support and supervision of the chief Government officials of the District for a few years, till the people show themselves to have clear and definite knowledge as to the importance and advantages of these proceedings in securing independent self-governing bodies for considering questions connected with the administration of their country. As the principles of election are not properly understood by the people of India, we cannot aim at any perfection all at once.

* * *

I would recommend the adoption of the following rules as regards the election of members for Taluk Boards.

4. The following class of persons should I think be entitled to vote:—

(I.) All persons paying an annual assessment of Rupees 10 and upwards to Government.

(II.) All persons paying Imperial License Tax to the extent of Rupees 10 and upwards.

(III.) All Subordinate officers in Government employ on a salary of Rupees 15 and upwards who have resided in each Taluq for more than six months in the year.

(IV.) All higher native uncovenanted servants, such as Sub-Judges, Deputy Collectors, Munsiffs, Tahsildars, &c. These officials are to have the privilege of voting at the election of members of the Taluk, which is their respective birth-place or native country and also in the Taluks where they are employed, provided they have been so employed for a period of a year and upwards.

(V.) All graduates and those who have passed the First Examination in Arts of the Madras or any other Indian University, provided they are permanent residents of the Taluk, or if not permanent residents, reside for an uninterrupted period of six months at the least. Those who are entitled to vote owing to their educational qualifications,

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must, as in the case of the high uncovenanted officers, referred to above, be also allowed the privilege of voting at election of the members of the Boards of their respective native places, if by reason of Government employment or other cause, they may be compelled to reside elsewhere temporarily. I lay so much stress on this, because these being intelligent and well educated, are aware of the advantages and principles of the elective system, and as such they are likely to select the best and competent men to represent the Boards of their native countries.

5. Now as to the qualification of the members. At first, as suggested in the Government Resolution in question, the qualifications of members may be fixed at a pretty high standard. The system being quite new to the country, it is very desirable that the Boards ought to be represented by men of some standing and position and who are held in high estimation by the people. To secure this end, I would fix the following standard of qualification for members.

(*a.*) Persons who pay 50 Rupees as assessment annually to Government.

(*b.*) Persons engaged in trade, &c., who pay a License Tax of 25 Rupees and upwards.

(*c.*) Graduates of the University who are permanent residents of each Taluk, or who reside in any particular locality for more than six months during the year without interruption.

(*d.*) Members of the bar of both District and Munsiffs Courts.

(*e.*) Uncovenanted servants of Government drawing monthly salaries of Rupees 50 and more not invested with independent Magisterial and Judicial authority.

(*f.*) Members of the Medical and Engineering profession, such as Doctors in independent charge of dispensaries, Executive and Assistant Engineers in charge of Divisions.

6. The least number of members I would have is twelve. The Chairman must be elected by the members of each Board, and his formal installation should, as directed in the Resolution, be subject to the approval of the Local Government. In any case in which the Local Government for good reasons objects to the confirmation of the Chairman elected by the Board, they may be called upon to elect another individual as Chairman and report

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such nomination for final confirmation by Government. The two main causes of the failure of the existing Municipal and Local Fund Boards are—(1) the inefficiency of the native members selected by the Collector and formally appointed by Government (2) the preponderance of the official element or rather of their influence in the Board. In my opinion the best course would be to have a Board consisting purely of non-official members, where it is practicable. In Taluks where, owing to want of a sufficient number of intelligent and public spirited men, an independent non-official Board cannot be constituted, officials falling under classes IV and V enumerated above may be chosen as members for a few years at the beginning.

* * * * *

7. *Election Proceedings.*—The supervision of the election proceedings should entirely be entrusted to the Government officers for a few years, and the results watched carefully by those interested in the affair. The Taluk Tahsildars may be called upon to prepare a list of all persons qualified to act as members in their respective Taluks arranged according to the Amshams (villages). This may very easily be done. The village headman may be directed to prepare a list of members in his village, and the Tahsildar on receipt of the lists from all the villages comprised in his Taluk is to consolidate the whole into one full list, and he may then submit it to the Divisional officer for approval. After the list is approved by the Divisional officer, it may be printed and copies posted in all Public offices, Police stations and other conspicuous places. A few copies of the lists may also be sent to the village headman for distribution in his village. In a similar manner lists of persons qualified to vote at elections may also be prepared by the Tahsildar aided by the village headman, but I would not have this list submitted as in the case of members for the approval of the Divisional officers. It will, I think, be sufficient if parties aggrieved are allowed the right of appeal to the Divisional officers, whose orders as to the competency or otherwise of a man to vote should be considered final. A similar mode of redress may also be allowed to persons who think that they have been unjustly excluded by the Tahsildar from the list of members, with this distinction, that an appeal would in such cases lie to Government against the order of the Divisional officers. I would limit the period of service of each member of a Taluk Board for three years, after which a general re-election is to take place. Under this system election proceedings are to take place regularly once in three years. After the lists have been prepared and circulated a day ought to be fixed for the election of members in each Amsham, before the headman or Adhigari. He may begin the proceedings by explaining to the people present the objects of the election and by impressing on them that each man entitled to vote is to choose the best man,

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who, in his opinion, would properly represent his Amsham in the Local Board. The names of the persons qualified to act as members in the whole Taluk, and those qualified to vote in the Amsham, may then be read. A box may be kept in some open place, in which each elector may put in a small piece of paper or a ticket, showing his name and the member he has chosen. If due publicity is given of the day fixed for the election, the whole proceedings can be completed in each Amsham within two or three hours. The Adhigari is then to open the box in presence of those present, and read out the names on each ticket, and after counting the number of votes the person who has obtained the largest number is to be declared as the member chosen by the people of the Amsham. The Adhigari may then certify to the fact of his having conducted the election proceedings in accordance with the rules, and communicate the name of the member chosen to the Tahsildar. Those entitled to vote in each Amsham may be told, that if they are of opinion that the residents in their Amsham are not proper persons to be made members, they may choose persons residing in other Amshams of their Taluk whose names are put down in the list of members. Each village headman should, however, take care that residents of other Amshams are not allowed to join and vote at the election of members in his own Amsham. After the names of persons chosen from each Amsham have been communicated to the Tahsildar, he might draw up the list of members to constitute his Taluk Board, and submit the same to the Divisional Officer for communication to the members concerned. The Taluk Board meeting is to be held invariably in the Head Quarters of each Taluk. If owing to some reason or other an elector is unable to be present at the election for purposes of voting, he may be permitted to vote by proxy duly authorized by him for the purpose. It is very desirable that the same day ought to be fixed for election in all the Amshams of a Taluk, as such a course would prevent unnecessary and objectionable interference on the part of the people of one Amsham in the elections of the neighbouring Amsham or Amshams, and would also tend to the election proceedings being completed without much delay. For drawing up the list of members and for carrying on the necessary correspondence, &c., connected with the election, each Tahsildar may be allowed a clerk on a salary of Rs. 15, the cost to be debited to the Local Funds of the Taluk. If the above election rules are considered to be imperfect and liable to abuse by the Headman of the village, all that I have to say is that at the beginning we cannot be over—cautious and too careful. The several acts passed by the British House of Parliament to prevent abuse at elections even in the enlightend country of England, show that it cannot be put a stop to, all at once. What Doctor Samuel Johnson said 100 years ago about corruption during Parliament

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tary elections in Britain, I am informed, is applicable to a certain extent even now. "Our supple tribes, their patriot throat repress and ask no questions but the price of votes, with weekly libel and septennial ale. Their wish is full to riot and to rail." As regards Municipalities the election system recently adopted in the Calicut Municipality may well be adopted in the other Municipalities of this District.

8. I now come to the 3rd head namely the mode of adjustment of matters of common interest between several Local Fund Boards and Municipalities. For this purpose I would suggest the constitution of a District Board or Council composed of delegates from each Taluk Board and Municipalities. As president of this Board, I would, at present have the Collector of the District, each Taluk Board may send two delegates and each Municipality a single delegate to form the District Council. Taluk Boards consisting of more than 15 members may send 3 instead of 2 delegates to the District Council. The delegates so sent should be members of each Municipality and Taluk Board. If this system is adopted, the District Council of Malabar will have between 25 and 30 members with the Collector as their President. Meetings of District Councils are to be held only when matters of common interest have to be discussed. The Collector as President may call meetings and issue notice of the date fixed for each meeting a week before, to the several Municipalities and Local Boards, and these are then to take immediate steps to select their delegates to attend the District Council meeting. The attendance of the delegates of all Boards in the District at the meetings of the District Board need not be made compulsory. It will be sufficient if delegates of the Taluk Boards and Municipalities interested in the settlement of the question to be discussed, attend. For instance, the question to be decided is what amount should be contributed by each Board for the construction of an expensive bridge which would be a great help to the cart traffic, say, in Kottayam and Chirakkal Taluks. The delegates from Kottayam and Chirakkal Boards and the Tellicherry Municipality need only be present. It is however desirable for several reasons, that there ought to be a full attendance of delegates at the meetings of the District Council, and notices may accordingly be issued to the Chairman of all Boards in the District. A small establishment and an office will have to be maintained at the Head-quarters of the District, if possible near the Collector's office, the cost of which is to be borne by the several Local and Municipal Boards according to their respective income. The office and the establishment to be left entirely under the Collector as President. He is to have the power of appointing and dismissing the ministerial officers employed in the District Board office, the officer dismissed having the right of appeal to the Board against his order of dismissal. Orders passed at a meeting

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of the District Board on such appeals, are to be considered final. The details of the establishment and the cost are to be fixed by the Board at their first meeting. My reasons for recommending the nomination of the Collector as President of the District Board are (1) the various means which a Collector has of knowing the wants of the whole District; (2) the statistical information which he may be able to furnish whenever required, to show the importance of certain public works in the District in a financial point of view and the benefits which each Taluk, &c., derive from them. His presence at the meeting of the District Board would also be of great use in preventing unseemly collision between the delegates of the several Boards, when discussing questions of common interest. A zealous member of a Board who feels that a neighbouring taluk has asked for a very unfair contribution for the execution of any public work on the ground that it benefits to a certain extent the taluk which it is required to contribute to it, may very likely be induced to speak in vehement terms and try to expose the impropriety of the demand, which may give rise to protracted discussions. In such cases, the intervention of the Collector would be very useful. To institute a comparison, the Collector may then exercise the authority of the speaker in the British House of Parliament. In the absence of the Collector his Assistant present at the Head-quarters may preside at the meeting. The supervision which ought to be allowed to Government over the Proceedings of the District Board, I shall describe under the head "Degree of Control to be retained in the hands of Government."

9. Funds with which the Boards are to be entrusted, and the purposes to which they are to be applied.

I would retain the existing rates and taxes levied under Acts III and IV of 1871, and would not recommend any addition to the duties now devolving on each Local and Municipal Board. As there are no Irrigation works in this District, I am unable to offer any opinion as to whether minor works of this class could be entrusted to Local Fund Boards or not. I would duly place under the Local Fund Boards, charitable institutions founded for the benefit of the general public without any distinction of class or creed. For this reason, I would not have religious institutions under Local Boards. I do not consider it necessary to levy any house, tax at present. The charges in connection with Local Fund public works, educational and charitable institutions, may be met out of the Local Fund revenue of each taluk. After some time, if the Local Boards deem it necessary, house-tax may be levied for further diffusion of elementary education. The tax was collected in this District immediately after the introduction of the Local Funds Act, but was subsequently abolished on complaints made to Government by people against

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its imposition under the Act. In this District, I would retain all the existing Tolls, and Ferries but I shall not increase their number. I would not recommend the substitution of levying fees for registration of carts and animals, as the income from Tolls amounts to a fair sum. In Municipalities, however, the present system of registration of carts and animals may be continued. The adulteration of articles of food and the keeping of false weights and measures chiefly occur in towns, and it would therefore be sufficient if the Municipalities are invested with the power of checking these abuses.

10. A meeting of members of each Taluk Board should be held once a month. The Chairman elected by the members and approved by Government is to call meetings, and notices are to be issued by him to all the members a week before the day fixed for each meeting. A list of subjects to be discussed, should also be circulated to the members. Every member should get this list at least three days before the meeting. The Resolutions of the meeting are to be written by the Chairman and read out to the members present. In a Board consisting of twelve or fifteen members, six members present would form a quorum to hold a meeting. In a Board consisting of more than fifteen members, ten members at the least ought to be present for a meeting. The discussions should always be conducted in Malayalam, but the Minutes of Proceedings may be written either in English or Malayalam, as each Local Board likes. This will of course depend upon the number of members in each Board well acquainted with English. The Minutes of Proceedings should be entered in a book and kept along with the records of the office of each Board. Copy of the Minutes of Proceedings of each meeting is to be sent to the Collector for information, and any remarks which he may have to make in connection with the resolutions, may be communicated to the Chairman who should place it before the Board for discussion at their next meeting. Copies of Minutes of Proceedings sent to the Collector and of his correspondence on the subject may be retained in the office records of the District Board left entirely under his supervision. As the Chairman's regular attendance at the Board office would be necessary for the satisfactory despatch of the routine office business, &c., he should remain at the Head-quarters of the Taluk in which the Board office is held. It is nothing but fair that he should be remunerated for his trouble. At the outset I would recommend that the monthly allowance of the Chairman of the Taluk Board be fixed at Rupees 150 a month, the cost to be borne by Local Funds of each Taluk. In Municipalities, no such allowance need be paid, as the members and Vice-President are all residents within Municipal limits and the work they have to do is comparatively little. The existing system of conducting business may, therefore, be continued in Municipalities without any modification. The office establishment

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and the several officers and servants employed by the Board for discharging the various duties devolving on each Board, are to be left under the supervision of the Chairman. He must have the power of appointing and dismissing them, subject to confirmation by the Board at a meeting. The orders of each Board in regard to the appointment and punishment of their servants should be considered final, but in any case they think it just and proper Government may interfere, and pass any orders they like which shall be binding on each Board. The Chairman of each Taluk Board must have the power of allowing payment of small sums for carrying on petty and emergent works in anticipation of sanction by the Board. He should also have the power of summoning meetings whenever he deems it necessary for discussing important and emergent questions. The Resolutions are to be framed according to the opinion of the majority of the members present at a meeting. In case of an equality, the Chairman is to have a casting vote, and Resolution is to be passed accordingly. If owing to sickness or other cause the Chairman is unable to preside at a meeting, the members present may elect one of their number as Chairman for purpose of conducting the business. The Proceedings of the meeting of the District Council under the Collector may be written in English as I would like to have copies of their Proceedings submitted to Government for expression of their opinion on the questions decided. The Chairman may be invested with the power of authorizing any member to undertake the supervision of any public work near his residence or situated within the limits of his landed property, if he express his willingness to undertake such supervision, and for this purpose he may place the servants of the Board under his authority. I would recommend payment of travelling allowance to the delegates of each Local Board for attending the meeting of the District Board.

11. I now come to the last and the very delicate question, namely, the degree of control to be retained in the hands of Government to prevent wasteful expenditure and secure efficient administration. To secure independent action of the Board it is very desirable that the control to be retained in the hands of Government should not be too much, but at the same time the experience of the working of the existing Local and Municipal Boards shows that at the outset to prevent abuse and to ensure efficiency in the Local administration, Government ought to have some well defined powers of control over Local and Municipal Boards. In Municipalities Government, I would suggest, should have the following controlling powers :—

1. The removal of any Commissioner for misconduct or gross neglect of duty and the power of temporarily suspending

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Boards; this latter power to be exercised in extreme cases with the consent of the Supreme Government.

2. The power of laying down rules in regard to the purposes for which Municipal Funds should be expended.

3. The power of requiring the Municipal Board to submit accounts, reports and any information regarding the working of the Municipality.

4. The approval of Government necessary for levying any rates or taxes.

5. The approval and confirmation by Government of all Bye-laws framed by the Commissioners.

In the case of Local Boards, I would have the following powers of control vested in Government :—

1. The removal of any member for neglect or misconduct and the temporary suspension of the Board for grave reasons, the latter power to be exercised by each Local Government with the sanction of the Supreme Government.

2. The power of laying down rules as to the objects for which Local Funds are to be spent.

3. The power of directing Local Boards to submit any report or accounts, and to furnish any information regarding the administration of Local Funds.

4. The power of authorizing the levy of taxes, &c., under the Act.

Some explanation is necessary as to the powers detailed above. The power of removing members and temporarily suspending Boards for neglect of duty and any gross irregularity in the discharge of their functions would prevent abuse of power by the Board as a body, and also abuse by members individually. The second power referred to above enables Government to decide, once for all what constitutes legitimate charges of Local and Municipal Funds. The power of calling for any information regarding the working of the Local and Municipal Boards enables Government to know what is going on under each Board and where necessary they can exercise the control vested in them for checking abuse. In the matter of taxation the power reserved to Government enables them to impose taxes according to the circumstances of each District.

5. In the case of Municipalities, the approval and Confirmation by Government of all Bye-laws framed by Commissioners would tend to check any hard measures, whose adoption is recommended by the Municipality. As stated in the resolution of the Government of India, the settlement of matters involving religious questions and those that affect the public peace ought

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to be left entirely in the hands of Government. Local and Municipal Boards should also be required to obtain the sanction of Government whenever they are of opinion to raise loans for carrying out any expensive but remunerative public works. I would not give Government the power of scrutinizing minutely the details of the Local and Municipal Budgets. On the contrary, I think, that each Local and Municipal Board ought to be allowed full power of framing and passing their Budget Estimates. After the Budget estimate has been passed at a meeting, it is to be submitted with such explanation as is considered necessary to Government through the Collector. The Proceedings of Government on the Budget estimates of each Board may be communicated by the Collector to the Chairman, who should place it before a meeting of the Board for such notice as they may deem necessary to take. I would not as is the case at present give power to Government to alter or modify the Budget Estimates as they like. If the District Boards of two Districts are unable to agree as to the amount of contribution which each District has to pay for a work of common interest, Government should have the power of fixing the contribution, and such orders should be made binding on the District Boards concerned. As it will not be possible at the outset to employ a separate agency under each Local Board for collecting the Local Fund Revenue, I would retain the present system under which the whole collection is made by the Collector of each District. This arrangement would not, therefore, admit of the auditing of Local Fund Accounts on the system at present adopted in Municipalities. The Collector should furnish to each Board monthly accounts of receipts and disbursements, and for the preparation of Budget Estimates he must give any information required by the Board. I would give no power to the District Board over the Taluk Local Boards, the authority of the District Board being confined solely to deciding matters of common interest. I would dispense with the irregular system of control now exercised by Government Educational officers and the Sanitary Commissioner over the Educational and Sanitary officers paid out of Local and Municipal Funds. I would place all these officers entirely under each Board who employ them. The duty of the superior officers employed by Government should consist of simple inspection of their works, once a year, and submission of reports to Government on the results of the work done by the department which they represent. A copy of these reports should also be sent to the Boards concerned in order that they may take steps to remedy the defects pointed out. For giving advice, and for carrying out important public works requiring professional skill, I would have in this District a trained Engineer whose pay is to be borne by all the Taluk Boards proportionately to their income. As most of the works to be carried out in each Taluk are simple works

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which require no professional Engineer, I doubt the necessity of maintaining even an expensive District Engineer. Any large bridges and such other works may well be given on contract to qualified persons as was done a few years ago by the Tellicherry Circle Board when they sanctioned the construction of an iron bridge across the Kudakadava river in Chirakkal Taluk. The contractor whose services were engaged by the Local Board was the well known Engineer Mr. W. Maylor. This gentleman had undertaken on contract the construction of one or two iron bridges in South Malabar also, and the work was very satisfactorily done by him. As the present Local Fund system has relieved Government of several charges which were till recently borne by the Imperial Revenue, it is, I think, not fair that the Local and Municipal Boards should be called upon to pay to Government for supervision of Local Fund works, &c., by officers employed by Government. A considerable reduction, I think, can be made in the controlling establishments now maintained in the Government and Revenue Board offices, if the system of Taluk Boards is organized on the model sketched above. The cost of any establishment deemed necessary for supervising Local Fund Administration in the Government and Revenue Board offices may well be debited to Imperial or Provincial Funds just in the same way as Collector and his subordinates now do Local Fund works without any extra remuneration from Local Funds.

XXVI.

I. Para. 3.—I think that the Primary Boards should be constituted on the three principles therein pointed out. The area of these Circles would, therefore, differ in different districts. I think that the best thing would be to take the Revenue divisions of Districts into Sub-divisions, Taluks or Firkas. In some of the advanced districts—where there is more cultivation and greater enlightenment, and the income of the Board is likely to be sufficiently large—the Firka or the Deputy Tahsildar's Revenue division may be adopted. In other cases taluks would suffice, and in some less advanced districts it would not be worth while to have Primary Boards for each taluk, and the best thing would be to adopt the Revenue divisional officers' division, with such modifications as might appear necessary, for in some districts it happens that the Collector retains in his charge a single taluk. I would divide the Tanjore District on the first plan, and the Anantapore and Bellary Districts on the last. I think it would be very inconvenient to adopt the Registration divisions, for development of registration might necessitate changes which would not be attended with advantage so far as the Primary Boards are concerned. I would

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divide the Anantapore District into three Primary Boards as follows:—

1. *Gooty Circle.*—Containing the Taluks of Tadpatry and Gooty. The revenue of these taluks is the largest in the district. It is a Revenue sub-division.

2. *Anantapore Circle.*—Containing the Taluk of Anantapore and Durmaveram. Durmaveram is the largest in area, but its revenue is very poor. It forms part now of the Head Assistant's division, while Anantapore is the head-quarters of the Collector and under his charge. I would have these two taluks formed into one Circle, for otherwise the district will have to be divided only into two Circles, which is too small a number.

3. *Pennukondah Circle.*—Consisting of the remaining three taluks of the District, viz., Pennukondah, Hindipoor and Madaksira. These three form the Head Assistant's division.

The following is a statement showing Area, Population and Revenue of the several Taluks, taken from the Manual of the Bellary District:—

Divisions.	Taluks.	Area.	Population according to the Census of 1871.	Population according to the Census of 1881.	Revenue.	Area according to more recent information.
Gooty.	Gooty ...	1,014	148,013	110,547	226,644	946
	Tadpatry ...	772	116,714	100,821	170,511	578
	Total...	1,786	264,727	211,368	397,155	1,524
Anantapore.	Anantapore ...	789	101,558	96,808	133,533	739
	Durmaveram ...	1,226	119,877	97,252	123,738	1,111
	Total...	2,015	221,435	194,060	257,271	1,850
Pennukondah.	Pennukondah ...	654	79,824	73,197	108,262	955
	Hindipoor ...	481	87,763	73,159	133,479	425
	Madaksira ...	439	79,528	55,176	102,049	451
	Total...	1,574	247,115	201,532	343,790	1,831
	Total for the whole District.	...	...	606,960	...	5,205

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I think it is very desirable that the proceedings of these Boards should be conducted in the vernacular. It is no exaggeration to state that the proceedings of the present Local Fund meetings are a regular farce. I have known instances in which the so-called members do not know what has been done in the meetings they have honored with their presence. While a subject is brought up for discussion, some do not know what the meeting is about. Their opinion is not asked for, and if asked, they say readily, as "Master pleases," without knowing what they are about. The complaint often is that subjects for discussion are not brought to the notice of members sufficiently early. With a non-official or native Chairman there would be no difficulty in conducting the proceedings in the vernacular of the district. The proceedings might be noted down both in English and in the vernacular, or written in vernacular and signed by the chairmen and all the members present. If the proceedings are to be conducted in the vernacular, there would certainly be no difficulty in getting competent members. Questions of importance would be better discussed and there would be other advantages too—viz., that the members would take greater interest. It is therefore my opinion that the proceedings of these Primary Boards should be in the vernacular and vernacular alone.

4. Though it is more than a decade since our Local Funds Act, and the Towns' Improvement Act have been passed into law, still people have taken very little care in these matters, and the reasons for this apathy are the absence of local interest and local knowledge in the members, the preponderance of the official element, and the arbitrary manner in which the official members have carried everything before them; and in some instances we may also state too much interference from Government. It appears to me that if members are elected, there is every chance of these institutions becoming popular. Every district station more or less and all important towns in the Mofussil are now Municipalities, and I think the elective franchise may be extended to all alike. The number of Commissioners for each Municipality must be definitively fixed, and professional men, such as the Doctor, the Engineer, and educational officer should find a place in the Commission. Except this limitation—the Government officials in these branches taking part—all the remaining members may be elected by the towns-people. I think that in Municipalities election by wards is likely to be most successful. The town may be divided into a number of divisions, according to local circumstances, and the best man or men available within the division should be elected to represent that division. He ought to be consulted in all matters connected with the division. The people within the division should elect one or more representatives, and those who get the largest number of votes should be declared successful. The number of men competent to be selected as members must

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be as many as five times the number of members, and the electors should be about twenty times the number of men qualified to be selected, or hundred times the number of members. I do not think that those who contribute largely to Municipal taxation need have a cumulative vote. Their influence is so great that without this advantage, they would be able to influence the voters. In addition to certain property qualifications ascertainable by the payment of municipal taxes paid, I think all graduates should be eligible to be chosen as members, and in tracts where education has not made progress as in the Ceded Districts, I would extend the privilege to under-graduates also. All under-graduates should have also a right of voting; for mere possession of property or wealth is unhappily no criterion of the intelligence of the owner thereof or of their capacity or ability to take part in the administation of their affairs.

If executive Government officials, such as Revenue Magistrates, are to be members at all, I think it better they be appointed by Government. If they are eligible for election, they are sure to use their power to have themselves returned, and when they are once in, the powers they have been acustomed to wield, would be sufficient to silence opposition, and on the whole I think it safe to exclude all executive officials from Municipal corporations.

To sum up, I think that in Municipalities all members except special officers, may be elected by the people, that the Revenue executive element should be entirely excluded, and that it would be best to allow election by wards. I should think that the members ought to be elected once in two years. The members may be re-elected, but some check ought to be put on the number of re-elected members. By having election once in two years the member has sufficient time to do good to the ward he represents, but is not so long as to make him indifferent. Opportunity will also thus be given to other men competent and willing to serve to have their turn. The election proceedings would be best superintended by Sub-Registrars, who are mostly men of decent education and have sufficient time and leisure to take an intelligent part in these proceedings; and yet are not armed with powers to oppress and harass the people.

As regards Local Fund Boards I think the time is not come for trying the elective franchise in all parts of our Presidency. In some parts election may be tried; but in others it would be useless to have recourse to it, for the would-be electors cannot at least for some time to come understand either election or the advantages of such a course. It is a remarkable feature in this country, and especially in our Presidency, that all men of any education think of the Government service or the Bar for their maintenance and support. The members of the Bar especially in the Mofussil have every thing to gain by studying official

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whims and fancies, and find themselves in a false if not dangerous position if they dare oppose it. They may be men of education and even of means, but they have not the moral courage to express their opinions freely, and it is no exaggeration to say that Vakils as members of Local Fund Boards and Municipalities, are most afraid of crossing the official element. In the interior of the districts there is really very little public spirit or independence. In some districts I think some of the members may be elected, but in others they ought to be nominated not by the Collector but by a Standing Committee of the District from persons having qualifications. Wherever election is allowed, I would also suggest that the arrangements should be supervised by a District Committee, but the Sub-Registrars of localities may be nominated by them either to supervise election proceedings or to aid and assist them in so doing. Sub-Registrars are generally young men; and their knowledge of men or of the wants of localities is very limited, and I must also say that they have had very little instruction in politics.

I would fix the members of a Sub-circle or Primary Board at eighteen, one-third of this number may be officials and two-thirds non-officials. It would not do, in my opinion, to exclude Revenue officials altogether from Local Boards, for they have a knowledge of the localities and of the wants of the other people, which few others really possess. The other officials often happen to be men from different districts and do not care to know the peculiarities of the district or of the people. These Revenue officials should be members, but in order to act as a check against the vagaries of the Revenue Magistrate, there ought to be in the field some officials not of equal power, but at least able to show an appearance by combination against them. The non-official members should be residents of, and have property in, the Circles which they are asked to represent. In some districts all the non-official members may be allowed to be elected by the people. Let the Circle be divided into 6 or 4 wards, and let each ward elect 2 or 3 members alike, and let the wards be so divided as to represent a fair average local area and a fair average revenue. In some other less advanced districts one half of the non-official members may be elected by the District Board, and the other half by the Primary Board itself: and in parts where people are least educated, all the non-official members may be selected by the District Board. The members once elected may remain three years in office, and they must vacate the Board. They may be open to re-election, but not at the very next election. In selecting members also care should be taken to name persons who might represent in course of time a certain local area or ward. The Primary Board should be divided into a number of wards, and the best man available on the ward ought to be selected; and all that I wish to say that in

those parts it would be a farce to ask people to name persons who ought to represent them. The duty of consulting the wishes of people within the tract assigned to them must be impressed upon them, and if care is taken to see that the representations of people are heard, there would be enough of learning given them to elect their own member, in course of time. The elective franchise, if given to all, would not work well at present. I have not come in contact with Zemindars and cannot give an opinion on that subject. With 4 or 5 official members against one Revenue official member, with 12 non-official members and a chairman who is not the Revenue official, I think these bodies are likely to work well.

5. The answer to be given to this question also will depend on the different circumstances of the different districts. But I think there ought to be one or two District Boards in each district and they may be the present Local Fund Circles. The amount of supervision exercised over the Primary Boards must also differ in different localities. In some places it ought to be left to the District Board to make allotments, and leave it to the Primary Board to make suggestions and carry out the orders of the District Board. The Primary Boards in such cases would be but helping bodies and have no independent power. In other cases the Primary Boards may have absolute control over a certain portion of the income of these Boards (say three-fourths or one half), and for the rest may be dependent on the sanction of the District Board, who ought to have power to allot money collected in one Circle for another to a certain extent. Each Primary Board must send up one or more representatives chosen by itself to represent it in the District Board. The District Board itself should not be a cumbrous body, and in addition to the delegates of these Primary Boards, it must be composed of at least 6 members chosen either by the people themselves or by the members of the Primary Board from those outside their own pale. Thus then to give a concrete case, I would have in the Anantapore Board, which, according to my view, ought to be composed of 3 Primary Boards, say 27 members: each of the 3 Circles should send 2 members from out of their own members to represent them in the District Board, and two members, who are not already on the Primary Board.

A District Board, composed of 2 District Munsifs, Deputy Inspector of Schools and 4 Vakils (each 2 of the two District Munsif's Courts) and 2 other non-official members, each to represent the Anantapore and Durmaveram taluks selected by the Collector, might be appointed the Standing District Board for Anantapore to select the members of the several Primary Boards. These 9 members, together with the 12 members selected by the

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Primary Boards as above stated, and 6 others, all of whom may be Government officials (such as the 3 Divisional Officers, the Engineer, the Medical Officer and Superintendent of Police) might form the District Board of Anantapore. Under the proposed arrangement the District Board would consist of 27 members, 9 of whom will be officials (the Revenue officials being only 3) and 18 non-officials. But of the non-official member 12 would be elected by the 3 Primary Boards, 4 would be Vakils and 2 selected by the Collector. A Standing District Committee is, in my opinion, necessary for this District, as I think it would be too soon to extend the elective franchise to them. A body composed of 9 members, 3 of whom though officials are not Magistrates, and are likely to be men of education, 4 of whom are Vakils, and 2 are otherwise nominated by the Collector, would be the best body, in my opinion, to select members to represent the different Primary Boards, keeping in view that men selected are men of local knowledge and local interest. It would not do to have no officials at all in this Standing Board, for it is they that are capable of knowing what passes on, and it is difficult to find non-official members of sufficient learning, public spirit and knowledge to take their place. The District Board, consisting of 27 members, must allot funds to the several Primary Boards, decide in consultation with them what improvements should be made, what roads constructed, repaired, &c., appoint the necessary officers, and to the Divisional Boards must be left the details of the business and the carrying out of the sanctioned works.

In the Tanjore District, for instance, the District Board need not be so large nor its powers so great, greater liberty of action might be given to the Primary Boards. The Local Fund Boards need not have control over the Municipal corporations except in the way of making some grant for educational purposes, for a School or College in a Municipality not only supplies the wants of the Municipality, but also of neighbouring villages, which will properly come under the operation of these Boards. I think there need be no distinct control over the Municipalities within the District. There are 47 Mofussil Municipalities, and each might be left masters of itself, subject to a control from Government.

6. I do not think I can suggest any more appropriate form of taxation than those at present existing. The tax on arts, professions, trades and callings appears to be, so far as I know, a very objectionable and odious tax, as it presses heavily on those who are really poor and scarce able to pay a tax, and it is also said that the incidence of taxation is such as to press upon the poorer classes more than on the moneyed. It is more easy for one who gets a monthly income of say Rs. 100 to pay a 2 per cent. tax than for one who gets say Rs. 50. There is a certain limit to which wants go, and anything beyond may be brought under taxation. Percentages on which people proceed are often misleading. This

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tax, in my view, requires remodelling, but I am not in possession of details to suggest any specific change.

I think the levy of a tax like the License tax for Government would make Local Fund Boards unpopular. The odiousness of the Government License tax has been admitted by Government itself, and Major Baring in his financial statement has said, "In fact, whatever opinions may be held in respect to direct taxation generally in India, there can be no doubt that the present License tax is open to serious objections. Not only are there great inequalities in its incidence in various provinces, but it is also open to the very great objections that, in respect to those classes who are taxed, it falls with disproportionate hardship on the less wealthy; and further, that other classes, who might with justice be called upon to pay the tax, are altogether exempted." "The agricultural classes," he says again elsewhere, "in most parts of the country are already sufficiently taxed. We should be opposed to the imposition of any direct tax which would add to the amount already contributed by the agricultural classes in the form of land Revenue or Provincial rates anything in excess of their fair share of the public burdens." Under these circumstances I do not hesitate to say that a form of taxation like the Imperial License tax would be suicidal. Moreover, as observed by Lord Hartington, "You must remember that indirect taxation is popular in India, and that direct taxation is extremely unpopular." In this Presidency the major portion of the urbane or village population are the agricultural classes, and with the vicissitudes of season, and numerous indirect taxes imposed for provincial and imperial purposes, our agriculturists find it impossible to get even a good meal a day, and it is in my opinion cruel, nay dangerous, to think of breaking the camel's neck by any form of direct taxation. For this reason I would also oppose the levy of house tax in villages. It is a *direct* tax; and will affect most agriculturalists, who can least afford to pay it. I do not see any necessity for the proposed taxation. By local-self government I do not understand that people should be taxed more, but that the available funds should be so utilized, by men having local interest and local knowledge, as to produce the greatest results with the least possible outlay. The income from land cess is, in my opinion, quite sufficient to supply all local wants, and if in any particular locality funds are required for a special and urgent purpose, and the existing funds administered with due economy are found not sufficient; then there would be time enough to think of new taxation, but it is premature to think of it now, and any opinion on this subject now given is premature.

The Local Fund Circles that levy tolls are few in number. I believe it is not intended to have more toll gates than they

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are at present, and if the existing toll gates alone are to remain, I think there need be no danger of their interfering with trade. To substitute a fee for registration of carts and draught animal for tolls is, in my opinion, likely to be attended with hardship to the agriculturists whose cattle are used for ploughing, drawing water from wells, and also as draught animals for taking grain or other produce to markets and also for hire. They are also used for taking manure to the fields. To inflict on every man who has cattle a fee for registering carts and draught animals, would work greater hardship than levy of tolls, which are occasional. A fee for registration of carts and draught animals is also objectionable, on the ground that it is but another mode of direct taxation, and its incidence will also be unequal and be attended with consequent oppression and hardship in its collection. It is therefore my opinion that existing local fund toll gates might remain, but they need not be increased and no new form of taxation is admissible.

I think the scope and use of these Local Fund Boards might be greatly increased by handing over to them the minor irrigation works and our Devasthanums. The funds for the former must consist of a contribution from the provincial revenue, say a certain percentage of the land revenue of each District or Circle to be set apart for it; and the funds of our Devasthanums are so misappropriated now, that it seems to be very desirable that they should be left to other hands than our present District Committees. It appears to me that they have failed for two reasons, because no proper check has been placed upon them, and men of good character or of any attainments have not been selected for the place. I do not expect any difficulties from the religious notions of the members if only proper safeguards exist against innovation.

N. R. NARASIMMAN,
District Munsiff,
Gooty.

GOOTY,
21*st July* 1882.

XXVII.

The District of Vizagapatam abounds almost in Zemindaries and Proprietories, except Sirvasiddhi, Nursapatam, and Palcondah; the latter of which has been under the rent of Messrs. Arbuthnot and Co. for many years.

The Agricultural classes, Artizans, and Tradesmen are almost all under the influence of the Zemindars, except in a few cases. The exclusion of Zemindars and other land-holders from the sys-

tem of self-government which is not justifiable, would be of no use, as the Local Boards cannot but act with their (*i.e.*, the Landlord's) direct influence, pulling the strings from behind the screens; and with them, in the Boards, the action of independence would be as far off as ever.

Under these circumstances, drawing up a scheme of self-government is attended with many difficulties; however, I will try my best to give a sketch of my views on the subject.

I would confine myself for the present to introducing the elective system into the present Municipal Towns of Vizagapatam, Bimlipatam, Vizianagaram, Palcondah to the north; and Ankapilly to the south; abounding with Inamdars equal in landlordship to Zemindars and Proprietors; leaving the other portions of the District alone for the present, as I wish the new system to be tried first in these towns, and then extended to the whole District gradually.

I have doubts as to whether, if election were left to the native community at large, it would be a success at the commencement.

The principles on which the elective body should be composed are as follows:—

I must make a distinction between the Agricultural classes and the Artizans, Retail shopkeepers, Tradesmen, Inamdars and others, who pay per year a sum of Rupees 15 as quit-rent, or Rupees 5 as License Tax, or House Tax, who should be thereby eligible to vote individually, who, although not educated generally, have opinions of their own, and whose knowledge of the District they belong to is not despicable.

I will now confine myself in this para. to my views regarding them, and will speak as to the Agricultural classes and Tenantry in another para; as far as the former classes go, I think, that the following should be the qualifications of the electors.

1. Payment to Government or the Zemindar Rupees 15 per year as Quint-rent of lands.
2. Payment to Government or the Zemindar Rupees 5 as License or House Tax.
3. Earning a monthly salary of Rupees 15 or an annual income of Rupees 200.
4. Passing any of the University Examinations, if they are not otherwise qualified.
5. Sanscrit Pundits, versed in Sciences, and high Sanscrit Literature.

Agricultural Classes.

Now as to the Agricultural classes. The Tenantry both of the Government Taluks and of Zemindaries are in many cases dumb cattle driven by the Mirasidars, in some cases by the village Munsiffs, Sowcars, and other influential people in each village.

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I speak from experience of the ryots in the Zemindaries from 1835 to this year 1882, about half a century. The Inamdars and others, having the Kurnum, and occasionally the village Munsiff on their side, have enlarged their lands to double and treble their original area at the expense of the Zemindar, by presents of blankets and other similar gratifications, and by giving them hearty dinners with native cakes. The ryots are so simple and stupid, that they clap the rent of their lands granted to their banqueters, on their diminished holdings, and pay the Zemindar the usual rent. This practice has been so baneful, that the rentage becomes higher and higher, while the Zemindar squeezes out every pie of the rent which is detached and enjoyed by the scheming Inamdars and other land-holders. In the Zemindaries of Vizianagaram, Palcondah, and others, the village grants have been enormous. By village grants I mean, lands alienated by the ryots in favor of Brahmins and others without the knowledge or sanction of the Zemindar. Under the regime of Mr. Arthur Freeze, in 1835, his Sheristadar, Kusthooree Appiah Pantulu, had tried to check this practice of village grants, by imposing a certain fee upon, and not resuming, the land granted by the villagers.

Some of the few influential land-holders who were benefited by these village grants, intrigued and murdered Kusthooree Appiah Pantulu ; and Mr. Arthur Freeze resigned, and left the District. This practice is still carried on, although not so extensively in the Zemindaries and other parts, where the survey of the land, fixing the rent has not taken place.

I adduce this as one of the instances, to show how simple the tenantry generally are, and how they are dictated to by the Kurnum and others. Giving them any power of voting in my opinion, is playing them into the hands of the Kurnums and others as stated above.

The Agricultural classes being in ratio 80 per-cent, as I believe, of the population, making liberal allowances to others, their votes would overwhelm the votes of other classes ; in other words, the village authorities will be the monopolizers of votes, giving very little chance to other classes. It is true that there are some in the tenantry qualified enough to act independently of the village authorities ; however, it is not just to throw them out, they in masses being taxpayers ; but to arrive at what criterion should be the rule, empowering them to vote, is not an easy task.

There are clusters of villages very small, while there are other villages very large in size ; to return a representative, or a voter, from each of these clusters would swell out the numbers of voters to a great disproportion. I will therefore suggest that the cluster of ten villages should send out one or two of their own selection, while the large villages send out voters according to their size and agricultural population.

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There are Farmers with extensive holdings, possessing numerous heads of cattle. I would give to such voting power individually, or collectively. It must be left to the Committee to define such as separate voters, according to the size of their holdings. It is not in my power to ascertain the extent of their holdings, or to give my opinion. A farmer paying a rent of 500 Rupees is entitled to an individual vote, but I would rather leave this to the Committee to determine. My views as above, with respect to the Agricultural classes who directly pay revenue to Government apply both to the Zemindaries and to Government Estates in this District.

Farmers.

I think the Zemindars and Proprietors should have cumulative voting powers in proportion to the peishcush they pay to the Government, leaving the data to be determined by Government.

The power of electing should be extended to all classes: Hindus, Mahomedans, Eurasians and Europeans. I would also add the following officials ; vzi.,

Powers of Electing.

1. The Collector's Sheristadar.
2. The Court. do
3. Registrars.
4. Village Munsiffs.
5. Legal Practitioners.
6. Medical do.
7. Clergymen.
8. Engineers, and
9. Military Officers.

The Sub-Magistrate has got great sway over the people within his jurisdiction, and his influence among them goes to a great length. In one respect his admission into the electoral body is conducive to help the conduct of the electoral proceedings, while in another respect, it will hamper independent action, because his authority would prevail upon the electors, and they would be led to choose the people he proposes against their own will and convictions, and thereby debar them from freedom of action. The appointment of the other officials specified above, however, will make it up. But a friend of mine differs from me in opinion with regard to the exclusion of the Sub-Magistrate, because he considers his influence not to be so great as to produce the evils dreaded, and that he must possess local knowledge more than others.

In the infancy of self-government it is quite essential that there should be a Committee appointed by the Collector to conduct the proceedings of the election, and without such a Committee, very few will care to take part in representation. (See *Supplement A.*)

Appointment of a Committee.

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Now as to the constitution of Municipal and Local Boards, I am for partial election; two-thirds to be elected by the community itself, and one-third to be appointed by the Government, excluding people armed with magisterial powers, but other officials may be admitted, such as:

Constitution of Boards.

Collector's Sheristadar.
Court. do.
Registrars.
Legal Practitioners.
Medical do.
Military Officers.
Clergymen.
European Merchants.
Bankers.

Village Munsiffs with limited Magisterial powers as is the case. I would have the District Magistrate as the *Ex-officio* President, interfering only in cases where dangerous and illegal acts are apprehended; in which case he should submit his protest for the information of his colleagues, and then report to Government the irregular proceedings of the Board, sending copies of it to the Board in order that it may put in its defence, and thus enable the Government to hear both sides of the question, and then to come to a decision: after which the *Ex-officio* President, under the orders of Government, may set aside the proceedings of the Board, or in the event of any gross or continued neglect of any duty, suspend the Board temporarily, by the appointment of persons to execute the office of the Board, and until re-election.

Ex-officio President.

The election of Vice-President should be vested in the members of the Board; but at the commencement, the election should be confined to a European, or Europeans as Vice-Presidents. In case there be no European element and control over the body, I do not think the wheel of general business will roll on smoothly.

The Vice-President.

The Vice-President as a rule should not be armed with Magisterial powers and immense patronage. As the onus of the Executive work devolves upon him, besides his legitimate duties, I think 100 Rs. a month as remuneration will not be excessive in Vizagapatam, Rs. 80 in Bimlipatam, Rs. 90 in Vizianagaram, and Rs. 50 in Palcondah and Ankapilly.

Pay to Vice-President.

I would suggest the Board to be divided into two sections, one the Executive, and the other the Administrative, with the same Vice-President and *Ex-officio* President heading them. The Executive section should propose taxes, frame bye-laws and

Division of Board into two Sections.

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budgets, check accounts : and the Administrative should pass in conjunction with the Executive, the proposals brought forward by the latter. In the Executive Branch I would have at least three paid members, each drawing from 30 to 40 Rs. per mensem : as they will have to work out with the Vice-President the solution of problems, and giving every information required by the Administrative to dispose of their business.

At the crawling stage of the child self-government, there should, I think, be a District Council at Head-quarters to guide the other Boards ; but as there is very little chance of people living beyond the limits of the Head Quarters attending the District Council, I would have the Board at Head Quarters to be the District Council, allowing them a larger quota of members than those allotted to the other Boards. It is desirable to have delegates composed of several Boards at the District Council, but in the early stage of self-government it will not, I fear, be attended with success, for few would give up their legitimate duties and come to the District Councils in spite of expenditure and inconvenience attending thereon. Questions of extraordinary nature will be referred to the District Council at Head-quarters.

Retirement of Members.

I would have the elected members to retire after the expiration of two years, subject to re-election, after an interim of two years' retirement.

Expenditure of Capital.

I would not meddle with money allotted to one Circle, if it should not be sufficient to maintain the wants of that Circle ; but in cases of surplus over the wants of one Circle, there is not the least objection to its being alienated in favor of another Circle or Circles, but I would propose that surpluses of all the Circles should be devoted in favor of those Circles whose allotments are not sufficient to meet their demands.

Present system of Municipal taxes.

The Municipal Taxes on houses, buildings and lands as they are, are rack-rents, *i.e.*, a certain percentage of the rent, such as they may fetch, which is determined arbitrarily by the Commissioners without rhyme or reason, just as their imagination dictates : a practice very unpopular and baneful, and in consequence there is a cry against it. The Board should determine the rent by giving full scope to the statements of house-owners, and then arrive at conclusions. Should this be once defined, the Board will have the only task of enquiry regarding the occupancy.

Rack-rents *are* commutable subject to circumstances; open to reductions or augmentations as the case may require. Reduction when traffic may fall, and augmentation when traffic may rise. I would suggest therefore the revisal of such House Taxes once

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every five years. The Municipal Tax on Arts, Professions, Trades and Callings, I am afraid, is discretionary, but not of discretion. It is highly necessary that there should be a check in imposing such taxes.

I have no objection to a tax on carriages, horses and other animals, fees on registration of carts, tolls in carts, carriages, and other animals entering Municipal limits. It will be hard to impose tolls upon carts within Local Fund Board limits; for, in resorting to Municipal Limits they already pay tolls, and the commodities are generally carried to Municipal limits for traffic and consumption: while within Local Fund limits they go from one place to another for consumption, on the part of the people living generally from hand to mouth. I would, therefore have no tolls on carts and animals moving within Local Fund limits.

The people living within Local Fund limits belong generally to the agricultural classes amenable to the vicissitudes of the season with Famines, Cyclones, Droughts, and other contingencies over which there is no control, owing to which, emigration, not only of the superfluity of the populace, but also of the labouring classes takes place. I know that in many cases both in Zemindary and Government Taluqs, the legitimate agriculturists have been emigrating directly in a few cases, and indirectly abundantly. What I mean by directly is emigration of the tenantry giving up their holdings; and by indirectly, that the members of each agricultural family deserting, thereby rendering the holder incapable of carrying out agricultural pursuits. Nor would I encourage taxes on Houses and Cattle within the limits of Local Fund Circles.

I have no objection to Land Cess paid both by the Zemindars and the Tenantry: but in the Government Taluqs the Tenantry pays, but not the Government. It is but just that Government, as *bona-fide* land owners, should pay their quota of Land Cess like the Zemindars.

The House tax is obnoxious, and in lieu of it, I would propose the following taxes:

New Taxes.

1. A Tax on Tobacco.
2. Do. Marriages.
3. Do. Hindu Festivals.
4. Do. Births.

The License Tax is unknown to India except under Native Powers in a mild way, appertaining to weavers chiefly, a class now reduced to beggary in consequence of the extensive importation of piece goods worked by machinery and steam from England immensely. ***Muchchee leesum*** or a tax on fishery, has been known to India from time immemorial, which was done away with by Government, so I do not see any harm in reviving such

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a tax. Sawyer, or Transit duties, in other words Octroi upon commodities and piece goods were long known to India. Buildings for the collection of that duty are in existence yet, both in Madras and in the Mofussil, by Pereamettoo in Madras, which was known to have been a place for the collection of these duties; by Sunkeramettoo in Vizagapatam, where transit duties were collected from time immemorial; the transit system continued up to nearly 1840. It was afterwards done away with as impeding general traffic. The current of opinion on the part of Europeans and the modern Native Community, to whom the state of things of yore is not known, is so powerfully against it, that I will not ask for its revival except on tobacco, which was a portion of the old transit duties. If I am not mistaken, the duty on tobacco alone in Madras used to fetch 9 lacs of Rupees annually. Now in the days of civilization, tobacco smoking along with the use of spirits has made great progress, more than treble what it was, if not still more. Smoking and snuffing are more luxuries than any thing else. While the Excise on Salt, without which the existence of animals is much threatened, is monopolized by Government, I do not see any earthly reason why there should not be any imposition of a tax on tobacco.

Tobacco Tax.

I would propose a marriage tax; at marriage festivities a fraction of the expenditure is devoted to legitimate purposes, while the most part of it is lavished away in pomps and shows.

Marriage Tax.

Hindu festivities, such as Betrothal, Bharsala or giving a name to a child, Unnaprashanum, or weaning the child from milk to solids, and Uppanayanum, or the assumption of the sacerdotal thread, among Brahmins, Kshattrias, and other classes, such as Smiths, Sishtukurnum caste and others imitating the Brahmins, are luxuries.

Tax on Hindu festivals.

A tax on births varying from 4 annas to a rupee will not tell hard, but the determination of it is attended with some difficulty.

Tax on Births.

A professional tax in its real sense, say from a clerk and upwards, would do away with many of the taxes now so much cried against, but I will not speak of it at present, for fear of opposition. All the taxes enumerated above would come in great length to the relief of obnoxious License and House Taxes.

Tax on Professions.

The finances of the Municipalities are poor and meagre and are hardly sufficient for the wants of sanitary objects, and those of convenience and comfort to the people, such as the construction, repairs and maintenance of roads within the Municipal limits and bridges; cleansing of

Insufficiency of Municipal Finances for Sanitary objects.

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streets, tanks, wells and gutters, where necessary; the excavation of tanks, and the opening out of new resources whereby to obtain a water supply, as also the sanitary inspection of towns and their suburbs, and the registration of births and deaths.

The remedy pointed out.

At present the Municipalities are burdened with the expenditure attendant on the construction and repair of School houses; the establishment and maintenance of Schools; the construction and repair of Hospitals, Dispensaries, Lunatic Asylums, and Choultries; the training and employment of Medical Practitioners and Vaccinators, and keeping up the lunatics at the enormous expense of Rupees 25 a head per mensem. The above absorbs the Municipal finances so much, that they are not enough to carry out sanitary objects which are vitally essential. I would therefore detach such charges from the Municipalities, and make them over to the Local Fund Boards. I think it is nothing but right that the Local Fund money should bear the expenditure appertaining to the construction, repair and maintenance of roads and communications outside the Municipal limits; the diffusion of Education; construction and repair of Hospitals, Dispensaries, Lunatic Asylums, Choultries, Markets, Tanks and Wells; the training and employment of Vaccinators and Medical practitioners; the Sanitary Inspection of Towns and Villages; cleansing of roads, streets and tanks, and any other work of public utility calculated to promote the health, comfort, and convenience of the people.

Loss entailed by neglecting tanks and the remedy.

Before the sweeping Irrigation works, such as the erection of anicuts, wells and construction of canals fed by the great rivers like the Godavery, Kistna and others were introduced, the smaller Irrigation works benefiting villages and clusters of villages had been maintained by the Collectors in Government Taluqs; now they are neglected, and there is a great cry against it. A canal cannot meet the wants of every individual village or cluster of villages above the level of the canal. To revive the old practice of making small and large tanks, diverting the flow of ravines and brooks to them would be an item too expensive to be borne by the Local Fund Boards. But should such works be left to the Local Fund Department, paying it from the Imperial Funds, there cannot be a better scheme because of their local knowledge.

Report on Devasthanums.

The management of Devasthanums and Mosques can be safely entrusted to Hindoos of different sects, and to Mahomedans, both Shunnies and Sheeas, and Wahabees if there be any. My vast experience convinces me that sectarian prejudices never influence the Hindu mind in seeking the right appropriation of the funds from the endowments and other perquisites. But there will be

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a great fight should the funds of one Temple, say of Vishnu, be devoted to that of Siva. They have common reverence for all Devasthanums dedicated to Vishnu and Siva barring exceptional cases.

Mahomedans, in my opinion, have not Mosques, in as far as the Northern Circars go, of a sectarian description, and they in a body would work for the good of the Mosques and the religious institutions.

The temples whose incomes were excluded from the assets of the Zemindars are now in their hands. In many cases the finances arising from the endowments are devoted to other objects than legitimate ones. Should the Devasthanums now managed by the Zemindars be handed over to the Municipal and Local Boards, they will put a stop at once to the misappropriation of Funds: they will take every care to manage the Devasthanums economically, any money saved will be devoted towards Educational objects.

So much as regards the general management of Devasthanums. Any questions arising with regard to their internal economy will be referred by the Board to a special Committee or Committees of intelligent and influential Brahmins or Mahomedans, of the particular sect to which the Temple or Mosque may belong, and be guided by their decision on such points. This course will remove all apprehension of unpopularity.

Powers of Boards.

I think that the Local Boards should have the power to inspect markets; prescribe weights and measures; prevent encroachments in streets; and see that there is no injurious adulteration of articles of food within their limits.

With regard to the degree of control to be retained by the Government over the Local Boards, and the manner in which that control is to be exercised, I think,

Powers of Government over Boards.

1. That, without the sanction of Government previously obtained, the Local Boards shall not be competent to raise loans, to impose taxes other than those duly authorized, to alienate any Municipal property, nor to interfere with any matters involving religious questions, and affecting the public peace and the like.

2. That, Government may transfer to the management of the Local Boards, Charitable Institutions under Regulation VII of 1817.

3. That, Government may appoint Officers to inspect the operations of the Local Boards, and to assign them such salaries as they think reasonable, to be paid out of Local Funds for such inspection.

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4. That, when the Budget of a Local Board is sanctioned, by the Board concerned (the expenditure detailed in which should always be within the means of the Board), a copy of the Budget should be submitted to Government through the Collector of the District, for any observations they may be pleased to make upon it; and the Board shall feel itself bound to accept any suggestion the Government may make, if it commends itself to them.

5. That, the Local Boards should furnish to Government through the Collector, an annual report of their proceedings, and statements in detail, of all works executed by them, and of all sums received and expended by them.

6. That, the Local Boards should furnish such Officers as the Government may appoint, with extracts from their Registers of Births and Deaths kept in their offices.

7. That, all bye-laws made by the Local Boards should be approved and confirmed by the Government.

8. That, all the taxes, rates, &c., are to be collected by the Government Revenue Officers of the District, the Boards paying the establishment required for such purposes.

9. In para. 22 of the Resolution of the Government of India on Local Self-Government, there is a suggestion that "it will not always be possible for a Local Board to entertain a competent Engineer of its own, and that in any case where Government buildings and other works are made over for maintenance, there must be some effective guarantee for thoroughness of execution, and that it will probably be most convenient, that while all subordinate establishments are entirely under the control of the Boards: Government should supply the District Engineer, and furnish professional supervision, the Boards defraying in such manner as may be determined by the Local Government, the allowance to be made to Government on this account." But the system not having worked satisfactorily when the Public Works Department had the charge of the Local Fund works, I, as a Member of the Local Fund Board of this District, was obliged to address a letter to Mr. Goodrich, then Acting President of this District, on the 17th May 1875, on this identical subject, a copy of which is annexed. (*Supplement. B.*)

Now as the Local Fund Boards have been allowed to employ their own Engineer to carry out the works, I will confine myself to defining the powers of the Local Boards in sanctioning estimates for new works.

(*a*). The District Boards should be empowered to sanction estimates for new works up to Rupees 3,000 and all repair estimates; but estimates for new works above Rupees 3,000 must be submitted to Government for sanction, the estimates being first examined and approved by the Chief Engineer.

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(*b*). All Educational officers paid out of Local Funds should be under the orders of Government Educational Department.

(*c*). Results grants should be paid under the rules sanctioned by Government.

(*d*). Local Fund Schools cannot be classed without the sanction of Government.

(*e*). Local Boards will supervise the financial and economic concerns of Dispensaries entrusted to their care or established by them, but they cannot interfere with purely professional matters, which are left to the Surgeon General.

(*f*). Dispensaries will be inspected by the Surgeon General and Sanitary Commissioner during their periodical tours.

(*g*). All indents for medicines should be sanctioned by the Boards concerned, the Zilla Surgeon will occasionally inspect Local Fund Dispensaries.

(*h*). The Inspector will appoint the Deputy Inspectors.

(*i*). The Vaccinators will be appointed by Local Boards, but paid according to the scale laid down by Government.

(*j*). A Special Establishment will be maintained in the Government Office for doing Local Fund work at the expense of the several Local Boards.

(*k*). The present system of auditing the accounts may be continued for the present.

The idea of Self-Government was never dreamt of by our community, nor ever had we the prospect of such, until his Excellency our liberal, sympathising Viceroy proposed it.

Now, our Countrymen shaking off the antipathy arising from desperation that they will never be a race to act and to rule for themselves, are now brightening up and talking of independent action.

Thanking the Viceroy.

Heart-felt offers of thanks, and gratitude to our benefactor, noble by birth and action, are in every mouth and face, depicted and expressed.

VIZAGAPATAM,
1*st August* 1882.

(Signed) G. L. NARSING ROW.

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SUPPLEMENT A.

Meetings or Boards, Resolutions, Majority, Minority in votes, Voice in administration, responsibility and such like in the Governments, Native Mahomedan and British, are foreign to India.

It is true that we have been faring better under the liberal British rule, but, not owing to our endeavours and exertions for it, but it is really due more to the principles of British education and British statesmanship brought to bear. However educated English functionaries may be, and however liberal they may be (with numerous honorable exceptions), they generally look down upon the thousands bowing to their whims and even to their muscular movements. This submission is not the fault of the ruling, but it is more the fault of the ruled. Independency is little known to the sons of the soil. The distant idea of a son, grandson, nephew, grand nephew and other connections not meeting Master's favor by going against his pleasure as he thinks, thwarts him from giving full scope to his opinion which he stifles as it were in the bud. This state of things will continue as long as the present system lasts, whatever may be the education of my countrymen, however refined, however intelligent, and however enlightened they are. It is high time on the part of the liberal British rule to strike a blow at this in one way or another.

But, in my opinion, we must be treated like a patient with appetite returning, and gradually recovering. Like him, the Hindu must be fed gradually, with the liberty of opinion, guarding against indigestion and relapse. For the present I admit that we cannot legislate for ourselves without the European element infused in our meetings in some degree; but that element, I think, should not be armed with power and patronage.

I now speak of Mofussil, and not of Presidency Towns. Election of the Commissioners is quite requisite to produce independent action and responsibility. The question is, who are the electors? How are they to be determined? In England, or rather Europe, the education is more in favor of the wealthy landlords and people of property; but in India it is sought more by classes as a means of livelihood, and not for the sake of intelligence. The Collector or Agent will appoint a Committee composed of the educated, intelligent, and people of property to a certain extent. He will also give them a sketch of his opinion as to the rules of election for their guidance. The Committee will arrive at a conclusion as to the rules of election, subject to the approval of the Collector, and to be confirmed by him. In case of difference in opinion

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between the members of the Committee and the Collector, he will submit such to the Government for decision. I have known Collectors like Honorable Mr. Carmichael, Mr. Turner and others, giving full scope for discussion in the Municipal bodies; but others carry out their opinion with a high hand, the Commissioners bowing to such as a matter of course out of courtesy. He will, therefore, do more good by being an *Ex-officio* President, interfering in cases where dangerous and illegal acts are apprehended, submitting his protest for the information of his colleagues.

It is requisite that the Commissioners should have the power of making appointments of the subordinates attached to Municipal Office, and of removing them, when found undeserving; and that they collectively or individually should have access to the accounts by way of checking them. We had at one time a Municipality under Private Agency, before the Municipal Act came into force. Although the Collector and his Assistant was President and Vice-President nominally, Dr. Andrews was the Vice-President in fact, for their attendance was seldom. With Dr. Andrews as Vice-President, myself, other Hindus, Eurasians and Europeans as Commissioners, the system worked to satisfaction. Then every one of the Commissioners had full scope of discussion and argument, without the least fear of being snubbed. Should there be no European element and control over the Municipal body, I do not think they can do justice to the duties entrusted to them just now. In fact, if I am not exaggerating, the attendance will be very meagre, and thereby intercepting the wheel of the work. I should, therefore, think that an European, not armed with magisterial powers and patronage in his hands, should be appointed as Vice-President; and such as Doctors, Military gentlemen, Clergymen, Engineers, and English Merchants and Bankers, along with Eurasians, Hindus, and Mahomedans as Commissioners. Where Europeans and Eurasians are not at hand, both the Vice-President and the Commissioners will be elected out of the Native community.

The Municipal body will be vested with power to impose taxes in pursuance to the rules of Municipal Act, now in existence, and the Vice-President will communicate to Government, directly, on all matters where reference is necessary, independent of the *Ex-officio* President.

VIZAGAPATAM,
1st August 1882. } (Signed) G. L. NARSING ROW.

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APPENDIX. D.

Proceedings of the Public Meetings held in the Presidency on the question of Local Self-Government.

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CUDDALORE.

A public meeting of the inhabitants of Cuddalore, in which almost all the leading officials and non-officials of the place were present, was convened at the Cuddalore College on the evening of Tuesday, the 3rd August 1882, for the purpose of considering the resolution passed by the Viceroy, in regard to the development of the local self-government in the Provinces, and adopting such measures as may be necessary for thanking the Viceroy for his most liberal views on the matter and for achieving the success of the object contemplated in the resolution. Mr. B. Krishna Aiyar, B, A., Pleader of the District Court proposed that Mr. M. Rajaratna Mudaliar be requested to take the chair. It was seconded by Mr. S. Suri Aiyar avergul, District Munsiff, and carried unanimously,

The chairman, in a few words, explained to the meeting the purpose for which they had assembled together. He said that the Viceroy has done much good to the country, among which his minute upon the development of Local Self-Government was one of great importance, the object being that the people should undertake the work of administering the Local and Municipal funds for the purpose for which they were intended, that freedom of action should be given, so that they may think and act for themselves, which will be the case if they have their own President and their own delegates in the constitution of the Board, and that they must as it were, be trained up to it, when they would see the benefit of the institution and apply themselves closely to the work. He added that under the present system sufficient interest is not taken by the non-official members, and responsibility is not felt by them because the burden is borne by others, and that it would be different if they were left to work for themselves, when they would see their interest, and bring into play all their faculties upon matters engaging their attention, and the result would be the successful attainment of the object aimed at.

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I. Mr. Dorasawmy Aiyar, Pleader of the District Court, proposed that the meeting should express its heart-felt and profound gratitude to His Excellency the Viceroy for his liberal and statesmanlike views contained in his recent Resolution on Local Self-Government. It was seconded by Mr. N. Davasigamoni Mudaliar, Deputy Inspector of Schools, and carried unanimously.

II. Mr. B. Krishna Aiyar, Pleader of the District Court, proposed that as a rule every Taluq should have a Board, but under exceptional circumstances as a maximum, for three Taluqs there may be one Board. It was seconded by Mr. M. P. Venkataramiah, Deputy Inspector of Schools, and carried unanimously.

III. Mr. G. Subramania Aiyar, after an elaborate speech proposed that in the Municipal and Local Fund Boards the proportion between official and non-official members should be one and two ; that two-thirds of the whole Municipal and one-half of the whole Local Fund Members, should be elected by the rate payers, and that the qualification for the voters should be (1) payment of land assessment to the extent of Rs. 10 and more; (2) monthly income to the amount of Rs. 200; (3) any graduate or under-graduate that has resided in the circle for a year at least previous to the date of election; (4) payment of Municipal house and land tax to the amount of Rs. 3½ or other Municipal tax of Rs. 6; (Provided that every voter be an adult and able to sign his own name,) and, the qualification of members be— (1) payment of land revenue to the extent of Rs. 50 a year; (2) a monthly income of Rs. 30; an annual income of Rs. 500; a graduate of the Madras University who has resided for a year in the circle; payment of Rs. 7 Municipal house or land tax or any other tax of Rs. 12 (provided that any person elected is a resident of the circle or lives within three miles of the limits of the circle). Mr. S. Davanayaga Mudaliar, seconded the proposition and was crrried unanimously.

IV. Mr. B. Kishna Aiyer next proposed that the chairman of the Boards should be elected by members and no person be selected by members who is a Magistrate or Police officer. The proposition was seconded by Mr. O. Radakrishna Aiyar, Pleader of the District Court, and carried unanimously.

V. Proposed by Mr. O. Radakrishna Aiyar, seconded by Mr. Sadasiva Aiyar, and carried unanimously, that a Committee be formed to draw up a scheme embodying the above resolutions, and send it to the Local Self-Government Committee at Madras, after getting it signed numerously, and to take such steps as will further the object

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of the scheme proposed by the Viceroy. The gentlemen to constitute the Committee are:—Mr. M. Rajaratna Mudaliar avergal, Mr. N. Davasigamoni Muddaliar avergal, Mr. B. Krishna Aiyar avergal, Mr. P. Venkatarama Aiyar avergal, Mr. M. Komarasawmi Pillai avergal, Mr. S. Doraisawmy Aiyar avergal, Mr. T. Seshachalla Naidoo avergal, Mr. P. Seshagherri Row avergal, Mr. K. Subba Row avergal, Mr. M. Aroomooga Pillai avegal, Mr. O. Radakrishna Aiyar avergal, Mr. Vijiabala Nair avergal, Mr. K. Saminada Mudaliar avergal, Mr. S. Sami Aiyar avergal, Mr. C. S. Sami Aiyangar avergal, Mr. S. Ramadas Aiyar avergal, Mr. C. Ramasawmi Pillai avergal, Mr. G. Sawminada Aiyar avergal, Mr. Mahomed Morad Mercoir avergal, Mr. Chelliah Pillal, avergal, with power to add, and with Mr. S. Davanayaga Mudaliar and Mr. M. Rajaratna Mudaliar as Secretaries.

Cuddalore,
3rd August, 1882.

M. Rajarathna Mudaliar,
Chairman.

COIMBATORE.

At a meeting of the inhabitants of Coimbatore, held at the Chuttram of M. R. Ry. Nunjappa Row Avergul, on Saturday, the 5th August, 1882, M. R. Ry. Theroovangada Moodeliar having been requested to preside, he opened the meeting with the following speech:—

"Gentlemen,—You may be aware that we have met this day to proclaim the generous resolution of the Government of India regarding self-Government, and to submit to the noble statesman at the helm of the Indian Empire our sincere and heart felt thanks for his most benevolent efforts to promote self-Government among the people. Need I say that this policy of the Government of India, will go a great way to improve the condition of the people, and to strengthen their confidence in the Government. The golden opportunity thus afforded must not be lost, and we must use our best exertions to suggest to Government, the best means of introducing the scheme to our District, and we by united, harmonious and independent action, show ourselves entirely deserving of the benefits of self-Government so graciously conferred by the Viceroy and Governer General of India."

I. Proposed by M. R. Ry. P. Narasimmulu Naidu Garu, and seconded by M. R. Ry. Chendraban Lala Avergal, and unanimously carried, that the Coimbatore public convey to the Viceroy and Governor General of India in Council, their deep gratitude for his generous resolution to promote self-Government among the people, and that a memorial be addressed to His Excellency on the subject. The memorial was then read and explained to the meeting in Tamil.

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II. Proposed by M. R. Ry. Koonnagounder Avergul, and seconded by M. R. Ry. Soobarathna Chettiar Avergul, and unanimously carried, that the memorial read and explained be adopted and circulated for signature.

III. Proposed by M. R. Ry. Sathasiva Moodaliar, and seconded by M. R. Ry. Ramasawmy Chettiar Avergal, and unanimously carried, that the printed circular addressed by the Secretary to the Local Self-Government Committee, Madras to the Presidents of Municipalities, be read and explained in vernacular. The circular was then read and explained in Tamil.

IV. Proposed by M. R. Ry. Naraina Sing Avergul, and seconded by M. R. Ry. Laljee Sait Avergal, and unanimously carried, that the first porposal in the circular is better suited to Coimbatore, than the second, and, that the meeting inform the Local Self-Government Committee of the wishes of the Coimbatore public. The memorial to the President of the Local Self-Government Committee was then read and explained in Tamil.

V. Proposed by M. R. Ry. Appavoo Pillay Avergal and seconded by M. R. Ry. Angama Chettiar, Avergal, and unanimously carried, that the memorial to the President of the Local self-government Committee be adopted and circulated for signature.

VI. Proposed by M. R. Ry. Ramier Avergul, and seconded by M. R. Ry. Rama Chendra Row Avergal, and unanimously carried, that a Committee with power to add to their number be formed for attending to the despatch of memorials and any other work, and correspondence that may arise on this subject.

The proceedings were then concluded with an address by the President, who said, that the natives of Coimbatore, so far as his experience of them was concerned, were perfectly capable of assuming charge of their Municipal affairs.

Coimbatore,
5th August, 1882.

TIRUVENGADASWAMY MOODELIAR,
Chairman.

The following addresses have been drawn up for presentation to H. E. the Viceroy, and to the Hon. H. E. Suilivan :—

To His Excellency the Viceroy and Governor General of India in Council, Calcutta.

"MAY IT PLEASE YOUR MOST NOBLE EXCELLENCY,—We, the undersigned inhabitants of Coimbatore, beg most respectfully to express our deep and heartfelt gratitude to Your Excellency's Government for its most generous resolution to promote self-Government among the

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people. The resolution is, we submit, calculated to strengthen the confidence of the people in the Government, and to render Your Excellency's administration ever memorable; and the newly inaugurated policy marks a new and important epoch in the history of British administration in India. In conclusion we pray that God may bless Your Excellency's most beneficent rule in India with success, and Your Excellency with long life and prosperity.

We beg to remain,
Your Most Noble Excellency,
Your Excellency's most obedient and humble Servants,
(Signed) TIRUVENGADASAWMY MOODELIAR,
CHAIRMAN AND 800 OTHERS.

Coimbatore,
5th August 1882.

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To the Honorable H. E. Sullivan, President, Local Self-Government Committee, Madras.

HONORABLE SIR,—With reference to the printed Circular addressed by the Secretary of the Committee to the Presidents of all Municipalities, and published in the Madras newspapers, we the undersigned rate-payers of the Coimbatore Municipality, beg respectfully to inform the Committee that we are prepared to undertake the management of our Municipality without the connection of the Collector with its administration. We consider that the first proposal propounded in the Circular is better calculated to promote the interests of the rate-payers than the second. There are many intelligent and leading rate-payers among us who are capable of administering the affairs of Municipality with the greatest care and efficiency, and without the aid of the official class. We need not remind the Committee, that it will be a matter of no difficulty to manage a Municipality with an annual revenue of Rs. 40,000 when a majority of us are individually dealing in large sums, and when other private institutions such as Banks, &c., with a capital of four lakhs, &c., under our management are in a flurishing condition. We submit that some of the officials who have been consulted on the subject instead of the leading rate-payers of the town, nay, from the nature of their possession, differ from the views expressed by us. We venture to represent that the Goverment have generously trained the natives for independent administration by the liberal education imparted to them during more than the last twenty years, and by the introduction of Local Fund and Municipal Boards, which have given the people sufficient experience of self-Government. In consideration of these

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circumstances, we beg to request that the Committee will be pleased to recommend to Government the extension to the Coimbatore Municipality of the privilege, graciously confered by the Most Noble the Governor-General in Council, of the Municipality being administered exclusively by its representative body.

We beg to remain,
Honrable Sir,
Your most obedient and humble Servant,
(Signed) V. THERUVENGADASAWMY MUDALIAR,
CHAIRMAN AND 800 OTHERS.

Coimbatore,
5th August, 1882.

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KUMBAKONUM.

An influential and very numerously attended public meeting was held on Sunday, the 6th August 1882 on the premises of Sarangapani Swami Temple, Kumbakonum, to consider the question of Local self-Government. Over 5,000 people were present, the shops of the town being closed, and the ordinary business of even the industrial classes suspended on account of the demonstration. M. R. Ry. Dorasawmi Muppanar Avergal, the Mirasidar of Capistalam, presided on the occasion. Among those present were nearly all the infiuential natives of the town, the Principal of the Government College, and his staff of Professors, most of the Municipal Commissioners, including the Vice-President, and some of the members of the Tanjore Local Fund Broad, and of the district and local bars. The Chairman after mentioning in a few words the object of the meeting, Mr. G. Subramania Iyar B. A., in a long speech, dwelt on the final intentions of Government, which the changes contemplated at present in the constitution and functions of the Local Boards were intended to serve. He said that, though the immediate effects of the proposed change will, if carried out to any extent, result in the improvement of the Local Boards, yet the final object of the Government appears to be to bring about a representative element, of a substantial character, in the constitution of the administrative machinery. He was fully aware of the obstacles which rendered the Viceroy's scheme difficult of immediate or full execution ; but the duty of the people was not to allow themselves to be scared away by the difficulties, but to strive to overcome them. Now that the Viceroy had offered fresh previliges to the people, he asked if they were to sit idle, and for the reason of their apathy to reject that offer. In conclusion, he exhorted the audience not to be selfish, but to strive hard for the common good of their country, whose future greatness depended on their own exertions. The following resolutions were then adopted,

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after each had been explained to the meeting by the several proposer and seconders :—

I.—That this meeting offers its sincere thanks to His Excellency the Viceroy for his excellent and generous resolution on the subject of Local Self-Goverment.

II.—That each Taluq in this district should constitute a Board, and that there should be a Central Board for the district to consider questions of common interest, affecting the whole district.

III.—That two-thirds at least of the members of the Local and Municipal Boards should be elected by the rate-payers, provided that no Magistrate or Police Officers is a member of any Municipal Board.

IV.—That the following persons should be entitled to a vote in electing the members of Boards:—

All those, that pay Rs. 10 or more as land-revenue, all paying license-tax, all whose monthly pay is not less than Rs. 15 all whose annual income is not less than Rs. 200, all graduates, and undergraduates of the Madras University, provided that on the day of election they have resided in the Taluq or Town for not less than six months ; all those that pay Rs. 3¾ or more as Municipal, house, or land-tax, or Rs. 6 as any other Municipal tax ; provided they are adult males and can read and write. Also that the following persons be eligible for election as members of Boards : All those that pay Rs. 200 or more as land tax or Rs. 25 as license-tax, those whose monthly pay is not less than Rs. 30, or annual income less than Rs. 500. All graduates of one year's residence, all those that pay Rs. 7½ as Municipal house or land tax, or Rs. 12 as any other Municipal tax.

V.—That the President and Vice-Presidents should be elected by the members, provided in no case a Magistrate, a Police or Revenue Officer is so elected.

VI.—That the Local Boards should be entrusted with the charge of the Minor Irrigation Works and Devastanams.

VII.—That a Committee be appointed for the purpose of submitting to Government the views of this meeting.

Kumbakonam,
6th August, 1882.

M. Dorasawmy Muppanar,
Chairman.

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MAYAVARAM.

A large and influential meeting in connection with the Local Self-Govrnment question took place here on the 8th August 1881. Nearly 700 people attended. There were present Messrs. A. Murugesa Moo-

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deliar, Deputy Collector; T. Krishna Row, Pensioned Deputy Collector; S. Vedanayagum Pillai; H. Streenevassa Row, District Munsiff; T. Narayanasawmi Aiyar, Tahsildar, and other officials, the pleaders of the District Munsiff's Court, various well-to-do non-official gentlemen and the Local Municipal Commissioners. Mr. G. Subramania Ayer, dwelt upon the various disadvantages of the existing Local Fund and Municipal Institutions, and on the advantages held out in Lord Ripon's resolution. The following resolutions were unanimostly adopted at the meeting :—

I.—That this taluq form the area of the Board, with the Municipal Board amalgamated with it.

II.—That the proportion of official and non-official members should be one to two, and the same should be the proportion between the nominated and elected.

III.—That (1.) all persons earning only a monthly salary of Rs. 15 (without any other status) provided their age is not less than twenty ; (2) all persons paying annually a land assessment of Rs. 10 ; (3.) all persons posessing an annual income of Rs. 200, and above; (4.) all Graduates and F. As. resident for not less than six months continuously ; (5.) those paying annually any Municipal tax of Rs. 3. (two to five) subject to the proviso that such persons are adults, shall be entitled to vote ; and (1.) that all paying annually a land assessment of Rs. 200 and more ; (2.) all possessed of an annual income of Rs. 500 and above; (3.) all Graduates, provided that all these are *bonâ fide* permanent residents of the place, shall be eligible to be elected as members of the Local Board.

IV.—That the President of the Local Board be elected from among the members by themselves.

V.—That the control of Devastanam and Minor Irrigation Works, be made over to the Local Board.

VI.—That the following gentlemen be appointed members of a Sub-Committee, with power to add to their number, to submit proposals to Government, Mr. S. Vedanayagam Pillai, Mr. T. Krishna Row, Mr. H. Strinivasa Row, Mr. V. Lakshmanaier, Mr. V. Chinnasamaiyar, Mr. D. Krishna Row, Mr. Thiruvengada Charriyar.

VIII.—That thanks to the Viceroy be made for this and various other good, that he has done to this country since his taking charge of the Indian Administration.

Mayaveram,
8th August, 1882.

S. Vedanayagam Pillay
Chairman.

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NEGAPATAM.

I. On the evening of Saturday, the 12th August 1882, about 2,000 of the inhabitants of Negapatam and the adjoining villages, assembled in the Neelayathatchy Amman Pagoda, to consider and discuss the despatch of the Government of India on Local Self-Government. Among those that were present are Messrs. A. Samy Iyer, R. C. Narayanasawmy Naidu Garu, S. A. Saminada Iyer, T. K. Annasamy Iyer, R. Srinivasa Iyengar, K. S. Streenevasa Pillay, P. Ratnasabapathy Pillay, Ganesa Iyer, C. V. Swayambu Iyer, Ragavendra Row, A. R. Venkatrama Sastri, Shadagopa Charry P. Venkatasawmy Raja of Kandy, and Neelakanda Chettiar. The following resolutions were adopted after an enthusiastic discussion :—

I. That a vote of thanks be conveyed to His Excellency the Viceroy, for the inestimable boon he has proposed to confer on the people of India.

II. That each taluq be constituted into a Local Board to administer to its local wants.

III. That two-thirds of the members of the above Boards be elected by the rate-payers and one-third nominated by Government.

IV. That the election shall be by wards, each revenue maganam being constituted a ward.

V. That the qualifications of electors and members be defined by the Managing Committee.

VI. That the Chairmen of the Boards be not Magistrates.

VII. That a Central Board be constituted at the capital station of each District to exercise control over the Taluq Boards, decide questions of common interest to them, assign contributions payable by each in respect of common purposes, and generally to arbitrate between the differences of the several subordinate Boards; and that the Central Board be composed partly of delegates from the Local Boards, and partly of nominees of Government.

IX. That a Committee be appointed to take action in regard to the resolutions arrived at in the meeting, which was accordingly done.

The proceedings terminated with three cheers for Lord Ripon, proposed by Mr. A. Sawmy Iyer, District Munsiff, which were repeated again and again with loud and continued applause.

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TRICHINOPOLY.

A large and influential meeting was held in the Town Hall of Trichinopoly, on the evening of the 14th August 1882, in connection with the Viceroy's scheme of Local Self-Government. More than 1,500 people were present. The Sowkar Mr. D. Rathnasawmy Mudaliar avergal, the richest and most influential native gentleman of the town, was voted to the chair. Among others the following gentlemen were present:—M. R. Ry. Nataraja Iyer Avergal of Pachampet, M. R. Ry. Venkatasa Takkar, M. R. Ry. Thandavan Pillay Avergal, M. R. Ry. Sreenivasa Thathacharriar, M. R. Ry. P. Subba Iyer, B. A., M. R. Ry. Kristnamacharry, B. A., Mr. C. T. Winfred, B. A., M. R. Ry. A. M. Sundrum Iyer, B. A., M. R. Ry. Rungasawmy Iyer, B. A., M. R. Ry. Agnisawmy Pillay, B. A., M. R. Ry. Agilandam Pillay, M. R. Ry. Aseervadam Pillay, M. R. Ry. Rungasawmy Mudaliar, and many other merchants and mirasidars; the Treasury Deputy Collector, the Huzur, Sheristadar, and the District Registrar were the leading officials present. The Chairman introduced to the meeting the delegate from Madras, and called on him to explain to the meeting the nature, object, and importance of the Viceroy's scheme. Mr. G. Subbramania Iyer, B. A., explained to the audience in Tamil the object of the meeting.

The following resolutions were proposed and carried unanimously.

I. M. R. Ry. Sreenivasa Thathacharriar, a respectable mirasidar of the district, moved the following resolution:—"That His Excellency the Viceroy be thanked by this meeting for his noble and statesman-like views on the subject of Local Self-Government." This was seconded by M. R. Ry. Rungasawmy Mudaliar, and carried unanimously.

II. M. R. Ry. S. Nataraja Iyer, of Pachampettai, a wealthy landlord of the district, and a member of the Local Fund Board, after dwelling on the existing wants of the Local Fund Boards in several parts of the interior of the district, proposed that this district be divided into eight Local Fund Boards to be located at Musiry, Culitalai, Arealore, Perambalore, Thorayur, Manaparai, Jeycoondasholapuram and Trichinopoly, instead of one as at present, so as to secure local interest and local knowledge. This resolution was seconded by Samythatha Charriar and carried.

III. M. R. Ry. Kristnamachariar, B. A., of the District Bar, proposed:—"that two-thirds of the members of the Municipal Board, and half the members of the Local Fund Boards, be elected by the people." This was seconded by M. R. Ry. Ragava Iyengar, Pleader and carried.

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IV. M. R. Ry. Venkatasa Takkar Sowkar proposed; —"That the qualifications of the voters and members should be as follows:—

(1) annual payment of land-tax of Rs. 20 to the Government.

(2) monthly salary of Rs. 15, or yearly income of Rs. 200.

(3) passing of any of the University Examinations.

(4) payment of Rs. 5 to the Municipality in the shape of any tax. While those of the members be.

(I) annual payment of land tax of Rs. 100 to the Government.

(2) monthly salary of Rs. 40, or yearly income of Rs.500.

(3) passing of B. A. Examination, and residing within the limits of the Board.

(4) payment of Rs. 7 to the Municipality as house-tax, or an annual tax of Rs, 20 in all."

This was seconded by Thandavam Pillay, a landlord of the district and carried unanimously.

V. Rathnasawmy Mudaliar, the President, proposed:—" That the Collector of the District continue as ex-officio President but that the Vice-President be elected by the people themselves, and the Vice-President so elected be neither a Magisterial nor a Police officer." This was seconded by Thathacharriar Avergal, and supported by Venkatasa Takkar.

VI. Mr. C. T. Winfred, B. A., the Head Master of the H. H. School, Trichinopoly, proposed. " That a Committee be formed consisting of the following leading native gentlemen of the District, to carry out the measures proposed and for taking such steps as may be necessary to give effect to the Viceroy's scheme, and that this Committee be invested with powers to add to their number:—M. R. Ry. D. Ruthnasawmy Mudaliar Avergal, President, M. R. Ry. S. Nataraja Iyer, Secretary, M. R. Ry. P. Subba Iyer, B. A., M. R. Ry. Streenevasathatha Charryar, M. R. Ry. Thota Ramanna Chettiar, M. R. Ry. Venkatasa Takkar. M. R. Ry. Singamiangar, M. R. Ry. Kristna Iyengar, M. R. Ry. Bangalore Ramachandra Iyer, M. R. Ry. Ramarathnum Iyer, M. R. Ry. Streenevasalu Naidu Garu, Sub-Judge, M. R. Ry. Thandavam Pillay of Iyempaliam, M. R. Ry. Vasudeva Iyengar, Syed Khan Bahadur, M. R. Ry. S. Rungasawmy Mudaliar, M. R. Ry. Streenevasa Naidu Garu, mirasidar. This was seconded by Streenevasulu Naidu Garu.

TRICHINOPOLY,
30th August 1882.

S. NATARAJA IYER,
Secretary.

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TANJORE.

A crowded meeting of the inhabitants of Tanjore was held in the rooms of the Local College, at 5 .P M., on August 19th, to consider the question of Local Self-Government. There were present about 500 persons, including the Pleaders, the Professors and the Teachers of the College, and a sprinkling of the mercantile community. Mr. Kristnasawmy Sahib, was voted to the chair.

The Chairman, after explaining to the audience the object of the meeting the following resolutions were unanimously passed :—

(1.) That thanks be tendered to the Viceroy for the boon he has conferred on the people of India.

(2.) That, as a rule, each taluq be constituted into a Local Board to administer to its own wants. Whenever necessary, two taluqs may be united and placed under a single Board.

(3.) That Taluq Boards be subordinated to District Boards which shall exercise control over the former on matters of common interest.

(4.) That two-thirds of the members be elected by rate-payers.

(5.) That Police, Magisterial, and revenue officers be disqualified from sitting as members.

(6.) That a Managing Committee be formed, who shall draft an address of congratulation to the Viceroy, and forward it to him.

(7.) That thanks be paid to the Chairman, the lecturer, and the tenant owner of the College Hall.

TANJORE, *19th August 1882.*

V. KRISHTNASAWMY SAHIB, *Chairman.*

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CHITHAMBARAM.

On the morning of Sunday, the 20th August, a meeting of about 1,000 people was held at the thousand-pillared mantapam of the local temple. Most of the shops were closed, and business was generally suspended for this demonstration in honor of the Viceroy's resolution. The proceedings were conducted in Tamil. Mr. Rungacharrier Avergal, B. A., the Sub-Registrar clearly explained the object of the meeting. The following resolutions were adopted:—

I. It was proposed by Chellapanapathy Pillay, merchant, and seconded by Manika Moodaliar, and carried unanimously ! " That a vote of thanks be conveyed to His Excellency the Viceroy for the

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inestimable boon he has proposed to confer on us by extending to us the right of Self-Goverment."

II. Proposed by K. Subramania Aiyar, of the Local Patcheappa's School, and seconded by Ramanuja Iyenger of the Local Bar, and carried unanimously ; "That the Collector, or any of his divisional officers be not appointed chairman or even a member of the Municipal or Local Fund Board."

III. Proposed by C. V. Subbiah, with a few prefatory remarks : "That no Revenue, Magisterial or Police officer be eligible for the Vice Presidentships of any of these Boards." Messrs. Cunniah Chettiar, Honorary Magistrate, and Condaswamy Moodaliar merchant, dwelt at some length with the advantages derivable from such a provision, and the proposition was carried unanimously.

IV. It was next proposed by Govindasawmy Naidoo Garoo, Honorary Magistrate : "That the ratio of official to non-official members should be one to two, and that two-thirds of the whole number of members be elected by the rate-payers." The proposition was seconded by Dorasawmy Pillai and carried.

V. G. Appasawmy Aiyar of the Local Bar next proposed "That generally each Taluq should have Local Fund Board, that a Central Board be constituted at the capital station of each district to decide questions of general interest and that such Central Boards be composed partly of Government nominees, and partly of delegates from the Taluq Boards." It was seconded by Dorasawmy Moodelliar, Mirasdar and carried.

VI. Proposed by V. Desika Chariar, Pleader, seconded by Condasawmy Moodelliar and carried ! "That a Special Managing Committee be appointed to convey a formal expression of thanks to His Excellency the Viceroy, to forward copy of the proceedings of this meeting to the Local Self-Government Committee at Ottacamund, and to take such other steps as would be calculated to further the objects of the scheme proposed by the Viceroy."

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DINDIGUL.

A meeting of the inhabitants of the town was convened on the 16th August 1882 at the Hindu High School building, where there was a large gathering. Mr. P. S. Gurumurti Iyer, B. A. B. L., the District Munsiff of the station, took the chair. Mr. Subramania Iyer made a speech in Tamil, explaining the object of the Government, how

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they meant to work it out, and exhorted the audience not to throw away the boon. The following resolutions were then passed without one dissentient voice :—

I. That the three taluqs of Dindigul, Periacolum, and Pulney be constituted the territorial jurisdiction of a separate Local Board, and Tirumungalam be joined on to the Madura Board, and that every alternate meeting be held at Dindigul and the rest at the other two stations by turns.

II. That the official and non-official members for the Board be elected by votes and that the list of officials so elected be submitted to Government for approval, the number of official and non-official members being in the proportion of one-third and two-thirds.

III. Qualification of voters. (1.) All ryotwary and other holders of land paying annually Rs. 20 and upward for their holdings, either to Government or any intermediate proprietor. (2.) All persons paying annually any assessed tax aggregating to not less than Rs. 10 (3.) All persons that have a stated monthly income or Rs. 15. (4.) All those that have passed any University examinations. Qualifications of members. (1.) All ryotwary and other holders of land paying annually Rs. 200 and upward for their holdings either to Government or to any intermediate proprietor. (2.) All persons paying annually any assessed tax aggregating to not less than Rs. 25 (3.) All persons that have a stated monthly income of Rs. 35 (4.) All persons that have passed F. A. or Degree Examinations. (c.) Voters and members are to be residents, and be possessed of property within the jurisdiction of the circle ; Collectors, all divisional officers, and all paid Magistrates to be excluded from Local Boards, and Presidents to be elected by the members from among themselves.

IV. That a Standing District Board composed of an equal number of delegates from the several Local Boards, with Collector as President, be formed to hear appeals from Local Boards and settle questions of common interest.

V. That Local Boards have control over native religious endowments.

VI. That the election of members hold good for two years.

DINDIGUL, 16*th August* 1882. P. S. GURUMURTI IYER, *chairman.*

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MADURA.

A Public meeting of the inhabitants of Madura was held at Puthumantabam on the 18th August 1882, on Local Self-Government. The following resolutions were proposed and carried unanimously.

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I. That the thanks of the meeting be conveyed to His Excellency the Governor-General in Council for the privileges contemplated in their Resolution on Local Self-Government.

II. That this Meeting express its unanimous opinion in favour of having a large proportion of non-official Members in Local Boards.

III. That this Meeting express its unanimous opinion in favour of increasing the number of Local Boards and of adopting the principle of election in regard to the appointment of two thirds of the Members assigned to each Board.

IV. That this meeting express its unanimous opinion that Presidents of Local Boards should be elected and that Collectors should not be Presidents of Local Boards ex-officio but be eligible for election though not a member of any such Board.

V. That this meeting request "The Madura People's Association" to forward a copy of these Resolutions to the Madras Government.

VI. That the thanks of the meeting be conveyed to Mr. G. Subramania Iyer for the active interest he has evinced in the matter of Self-Government.

VII. That the thanks of the Meeting be tendered to the Chairman.

MADURA.
20th August 1882.

T. M. SCOTT,
Chairman.

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SRIRANGAM.

An immense gathering of the Srirangam people met in the Vishnu temple on the 22nd August 1882, to give expression to their views regarding Local Self-Government. There were more than 600 people present at the meeting, including nearly all the rich landed proprietors of Srirangam and its neighbourhood. M. R. Ry. Srinivasathatha Chariar, a Sowcar, was unaimously voted to the chair. The President briefly explained the object of the meeting and the following resolutions were passed :—

I. Proposed by Mr. S. Krishnama Chari, B. A. of the Local Bar: "That in all Mofussil Municipalities two-thirds of the members should be elected by the people, and the remaining one-third appointed by Government." This proposal was seconded by M. R. Ry. Aubil Venkata Chariar Avergal, of the S. P. G. College, Trichinopoly, and unanimously carried.

II. Proposed by Mr. Singam Aiyangar, Public Prosecutor: "That the Vice-President be always a non-official to be elected by the mem-

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bers of the Local Board, and that the Collector be the ex-officio President with limited powers as contemplated by the Committee now sitting at Madras on 'Local Self-Government.' This proposal was seconded by Mr. Nataraja Aiyar, a rich Mirasdar of Patcheampettah, and was unanimously carried.

III. A Select Committee was then formed to consider other questions connected with the subject.

SRIRANGAM,
22nd August 1882.

SRINIVASATHATA CHARIAR.
Chairman.

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TUTICORIN.

A meeting of the inhabitants of Tuticorin was held at the Siva Temple, Melur, in connection with the question of Local Self-Government, on Thursday, the 24th August 1882, at 6 P. M. A large number of people were present; amongst them were seen Mr. M. L. Motha, Broker, Tuticorin Cotton Press Co., Ld., Mr, Jade Thalavamore, the headman of the Batther community, G. Subramania Iyer M. R Ry. V. Strinivassa Charlu, District Munsiff of Tuticorin, M. R. Ry. P. Narasimmah Sastri, M. R. Ry. Sunkariah, Rama Iyengar and Thiruvangedatha Iyengar of Strivilliputur, Anantha Chariar, Aurmugam Pillay, Aulwarapa Pillay, Alagar Iyengar, C. Narayanaswami Iyer Muthusawmi Iyer, Saminatha Pillay, Ramasawmi Iyer, and some Vellalahs, and a large number of Batther community. The following resolutions were passed :—

1st. That the Collecter should continue to be President of all Municipal Boards, but that their Vice-President should be elected by the Commissioners.

2nd. That there should be more Local Fund Boards than at present, and that at least each taluq should have its own Board to look after its own finances and affairs.

3rd. That the Collector should not be the President to the Local Fund Boards, but that a President should be chosen by election from and amongst the members.

4th. That the Commissioners and members of the Local Fund Board should be elected by the people.

The meeting, before breaking up enthusiastically expressed their grateful thanks to His Excellency the Viceroy and Governor-General for the generous spirit with which he passed the resolution regarding Local Self-Goverment, and other resolutions, touching the advancement and prosperity of the Natives of India, since he assumed the reins of Government.

M. L. MOTHA,
Chairman.

TUTICORIN,
24th August, 1882.

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TINNEVELLY.

On the evening of the 25th August, 1882 a public meeting of the inhabitants of Tinnevelly and Palamcottah, was held in the Nellayappar temple, when there were about 1,000 people present, for the purpose of ascertaining the wishes and views of the Native community with reference to the important Resolution of the Government of India on Local Self-Government. Among those present were the Zemindars of Satthoor, Oothoomalai, Singampatti, Pudur and Nagalapram, Messrs. M. Thillanayagam Pillay, Temporary Deputy Collector, Parthasardy Iyengar, Koothanayana Pillai, Virabaghu Pillai, A. Sitaramier, B. A., K. Annasamy Iyer, Nilakandha Shastry, Dalavoy Shunmugacoomarasamy Mudaliar, Peramanayagam Pillai, Somasundram Pillay, Kanthimathinatha Pillai, Navanithakrishna Pillai, B. A., &c. The Zemindar of Satthoor was voted to the chair. He introdnced to the meeting Mr. Subramania Iyer who explained to the people the purport of the resolution of the Viceroy on Local Self-Government and clearly pointed out the privileges thereby intended to be conferred upon the non-official native community. The meeting was very large and enthusiastic. Almost every one seemed to take a real interest in the matter. Mr. Sita ramier, B. A., a member of the local bar, addressed the assembly at great length. He pointed out the necessity for reforms in the administration of Municipal and Local Funds; that the working of the present Muni cipal and Local Boards did not for many reasons give satisfaction to the people at large; that the officers of Government especially Magisterial, Revenue, and Police should never sit on these Boards; that under the present system there is no free discussion and fair decision of matters of general interest; that the whole system of administration of Municipal and Local Funds should undergo some change, and that the elective system should be introduced. The following resolutions were unanimously adopted.

1. That there be a Local Board for each Taluq, Municipal Boards being distinct from these Local Boards in Taluqs where they both exist.

2. That the Central Board be constituted at the capital station of the District, to exercise control over the Taluq Boards, decide questions of common interest to them, &c., and that the Central Board be composed partly of delegates from the Local Boards, and partly of nominees of Government.

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3. That the members of the Taluq Boards be appointed two-thirds by election and one-third by Government, on nomination by District Board.

4. That the members of the District or Central Board be appointed two-thirds by election and one-third by Government.

5. That as a rule officers of Government are disqualified from being members of these Boards, but where the appointment of officers as members is highly desirable, the number of official members should not exceed one-fourth the total number of the Board. In no case can a Magistrate (not Honorary Magistrate) Police or Revenue officer be a member.

6. The officers of the Boards (that is, President and Vice-President) be appointed on election by the votes of the members of the respective Boards, the Collector of the District being eligible for election as President of the Central Board, by the members of that Board.

7. That the powers and functions of the District Board be the same as those of the Local Fund Boards under the Act.

8. That the powers and the functions of the Taluq Boards be the same as those of the District Board, subject to the supervision of the latter.

9. The appointment and dismissal, &c., of the servants of each Board rests with that Board.

The proceedings closed with a general and enthusiastic vote of thanks to the Viceroy for the boon that he has conferred upon the country by the resolution uuder consideration.

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CUDDAPAH.

At a meeting held on the 26th August, 1882 by the inhabitants of Cuddapah, to discuss the Viceroy's Resolution about Local Self-Government, the following gentlemen, and about 400 more were present:—Rev. Mr. Bacon, Rev. Mr. Gaze, Mr. Elliot, Zilla Surgeon Ayasawmy Pillay Garoo, Treasury Deputy Collector Subba Row Garoo, Temporary Deputy Collector Venkata Row Garoo, District Munsiff Dhorasawmy Aiyengar, Jambi Perumalu Naidu Garoo, Kasim Chetty Narasima Garoo, Soucar Pakkir Saib Garoo, Honorary Bench Magistrate Maryumia, Soukar Rajakmia Garoo, Gulkan Saib Garoo, District Court pleaders, Gopalia Garoo, Cupia Garoo, Streenivasa Charyar Garoo, Venkoba Row Garoo, and Tata Charloo Garoo, High Court

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Vakil, Jembulinga Moodaliar Garoo, District Munsiff Court Pleaders, K. Venkata Subbia Garoo, Etherajulu Naidoo Garoo, Soucar Yadala Subbia Garoo, District Munsiff Court Pleader K. Subba Row Garoo. It was proposed by Gopalia Garoo, seconded by Cupia Garoo, and carried unanimously, " That Doctor Aiyasawmy Pillay Garoo, be voted to the chair. The Chairman briefly explained the Viceroy's resolution, and the object of the meeting, and introduced Cupia Garoo to enter into full explanation of the whole thing. Mr. Cupia touched upon the existing state of the Local Fund and Municipal Boards, and gave an outline of the future working of the same under the scheme proposed by the Viceroy. Finally the following resolutions were passed :—

(1). That the Local Fund and Municipal acts should be consolidated into one act such as may be common to both. (2). That like the town, each Taluq should have a Board of its own. (3). That there should be a general Board for the supervision of the operation of all the Boards. (4.) That no Revenue, magisterial or police officer should be President or Vice President. (5) That of the entire number of members three-fourths should be non-officials, and one-fourth officials. (7.) That two-thirds of the members be elected and one-third nominated by Government. (8.) That the election system be introduced in the town of Cuddapah at once. (9.) That the President and Vice-President be elected by the members from among themselves. (10.) That persons paying Municipal tax of not less than Rs. 6 in the town per annum, or an annual land tax of not less than Rs. 50 in the Taluqs, should be entitled to vote. (11.) That persons paying municipal tax of not less than Rs. 25 in the town or an annual tax of all kinds, put together to the extent of Rs. 100, or more in the taluqs, and persons who have passed higher branches of examination, who are also otherwise qualified, and who have been resident for one year, should be competent to be members. (12.) That religious and charitable endowments be taken charge of by the general Board. (13.) That thanks for the introduction of the system of local self-Government be sent to the Vicerory. (14.) That to draw out a memorial to the Vicerory, containing the above resolutions, the following gentleman be appointed a Sub-Committee :—Doctor Ayasami Pillay Garoo, N. G. Gopalla Garoo, Jembulingam Moodelliar Avergal, B. A., B. L., Etherajulu Naidoo Garoo B. A., Coopia Garoo. (15) That the memorial when ready be signed by the people, and then submitted to the Vicerory.

CUDDAPAH,
26th August 1882.

AYASAWMY PILLAY,
Chairman.

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BELLARY.

1. Proposed by Mr. Abraham of Messrs. Abraham and Co., and seconded by Mr. Allam Karibasappa, Merchant, that Mr. Sabapathy Modaliar Avergal, chief partener of Messrs. Harvey and Sabapathy take the chair. The chairman explained the object of the meeting in a short speech.

2. Proposed by Mr. Abraham and seconded by Mr. Davanayagam Modaliar, agent of Messrs. Abraham and Co., Bellary that His Excellency the Viceroy and Governor General of India be thanked for bestowing on us the boon of self-government.

3. Proposed by C. Sabhapathy Iyah, Barrister at Law and seconded by Mr. Vencata Row Pleader District Court that the meeting considers that the elective system to membership to Local Board be introduced in all quarters and the President and Vice President be elected by the Boards.

4. That the Collector and his Divisional Officers should not be President and Vice President of Local Boards and that the Revenue, Magisterial and Police Officers should not be members. The motion was supported by several speakers and carried unanimously.

5. Copies of the minutes of sundry Municipal Commissioners recorded with reference to the advisibility of the Collector being President or not, and of the reply sent to the requisition of the Native Association at Madras, having been read and considered, it was proposed by Mr. Sadashiva Pillay, agent Dymes and Co., seconded by Mr. Vassoodava Naidoo Pleader District Court, that the scheme as contained in the above minutes be submitted for adoption in the Bellary District.

6. Resolved unanimously that they be approved in their entirety and that copies of the same be submitted both to the Government of India and Madras, with a prayer that the introduction of the excelent system of local self-government as propounded by His Excelency the Viceroy be expedited.

7. Resolved that the Memorial to be submitted to the Viceroy be signed by the Cha'rman on behalf of meeting.

C. SABAPATHY MUDALIAR,
Chairman.

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ONGOLE.

A Public meeting was held on the 9th September 1882 Ongole to consult public opinion as to the means to be adopted for giving effect

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to the Resolution of His Excellency the Viceroy and Governor-General of India on Local Self-Government. The following gentlemen were present :—

Rev. W. R. Manley M. A. Principal of the Baptist High School.

Mr. S. Narrainsawmy Chettiar B. A. Acting District Munsiff of Ongole.

M. R. Ry. M. Teruvengadam Pillai, the Sub-Division Sheristadar.
" S. Sreenevasa Ranga Rau, Tahsildar of Ongole.
" C. Kotiah Chetty, Deputy Inspector of schools.
" G. Naraniah, B. A. Head Clerk, Sub-Collector's Office.
" K. Viswanathia, Pleader, Munsiff's Court.
" V. Ananda Rau do.
" N. Suryanarayana Rau do.
" K. Lutchmi Nursimha Rau do.
" S. Viswanatha Iyer do.
" K. Venkatarama Charlu do.
" K. Nursimha Charlu do.
" C. Lakshminaranappa do.
" T. Subba Rau, B. A. Baptist High School.
" V. Ranganadam Pillai, Sub-Registrar of Ongole.
" C. Komaraswamy Pillai, Hospital Assistant.
" D. Sundarasiva, Government School.
" N. Venkataranga Charlu, Government School.
" N. Narsimha Charlu do.
" D. Markandaya Sastrulu, Sahukar.
" D. Kotia Sastrulu, Pandit.
" K: Nursamlu Chetty Garu, Sahukar.
" K. Pitchia Chetty Garu do.
Mahomed Ghouse Sahib Khaji and 700 more.

1. Proposed by M. R. Ry. S. Viswanathia Pleader, Munsiff's Court and seconded by M. R. Ry. N. Suryanarayana Rau Garu, Pleader, Munsiff's Court that there be a local Board in each Taluq of the District, as there are people there intelligent enough to manage affairs. Carried unanimously.

2. Proposed by M. R. Ry. V. Ananda Rau Garu, Pleader, Munsiff's Court and seconded by K. Nursimha Rau Garu that there be at Ongole a Board to supervise the operations of the Taluq Boards of the Sub-Division viz., Ongole, Kandakur and Kanigiri, constituted partly by delegates from these Taluq Boards and partly by nominees of Government. Carried *nem con.*

3. Proposed by M. R. Ry. V. Veerasawmy Naidu and seconded by N. Ananda Rau Garu that two-thirds of the members be elected by the people and one-third by the Government on the nomination of the supervising Board at Ongole. Carried *nem con.*

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4. Proposed by M. R. Ry. K. Narasimha Rau Garu and seconded by K. Viswanathaiyya Garu that three-fourths of the members of these Boards be non-officials and one-fourth officials of Government. Carried unanimously.

5. Proposed by M. R. Ry. Dhara Markandaya Sastrulu Garu and seconded by Venkatarama Charlu that the President and Vice-President be elected from the non-official members only. Carried by a majority against six, five of whom are Government officials.

6. Proposed by K. Viswanathia Garu and seconded by Dhara Markandaya Sastrulu Garu that persons paying land tax of not less than 50 Rs. persons that pay Municipal tax of not less than 3 Rs. persons whose annual income is not less than 200 Rs. and persons who have passed the U. C. S. Middle School First Class Matriculation and higher examinations be eligible to vote. Carried *nem con.*

7. Proposed by N. V. Ranga Charlu and seconded by K. Nursimha Charlu that persons paying Municipal or License tax of not less than 10 Rs. a year, persons whose annual income is not less 500 Rs. a year and persons who have passed F. A. and higher examinations and who have been at least 6 months resident of the place be eligible for membership. Carried unanimously.

8. Proposed by Dhasa Kotia Sastrulu and seconded by Dhara Markandaya Sastrulu that Pandits and Sastris learned in Oriental Literature be also eligible for voting as well as for membership. Carried unanimously.

9. Proposed by N. Suryanarayana Rau Garu and seconded by Dhara Kotiah Sastrulu that the above rules as to qualifications, &c., of voters and members apply also to the Municipal Board at Ongole. Carried *nem con.*

10. Proposed by K. Venkatarama Clerk and seconded [K. Viswanathea Garu that these Taluq Boards subject to the Supervision of the Supervising Board of Ongole take up the management of religous and charitable endowments within their local jurisdiction. Carried *nem con.*

11. Proposed by K. Narasimha Charlu and seconded by Ahmed Hussain Saheb Bahadur that a memorial, conveying the thanks of the people to H. E. the Viceroy to be signed by the people be framed by a Sub-Committee to be formed by this meeting. Carried *nem con.*

12. Proposed by V. Anandakan Garu and seconded by K. Narasimha Row Garu that the Sub-Committee shall consist of T. Subba Row B. A., M. Teruvengada Pillai Avergul, S. Sreenevasa Runga Row.

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Garu, C. Kotia Chetty Garu N. Suryanarayana Row Pantalu Garu, S. Viswanatha Iyer Avergul, S. Siriah Sastrulu, Ahmed Hussain Sahib Bahadur and K. Pitchia Chetty Garu.

13. Proposed by T. Subba Row B. A. and seconded by M, Teruvengada Pillai Avergul that a copy of the proceedings of this meeting be sent to the Madras Native Association, the Select committee at Ootacamund on Local Self-Government and His Excellency the Viceroy.

14. Proposed by N. Suryanaryana Row Garu and seconded by K. Pitchia Chetty Garu that a letter be addressed to the Committee at Ootacamund with a request that the prayers of the people embodied in the above resolutions be granted at an early date.

S. NARAINASAWMY CHETTY,
President.

ONGOLE,
9th September, 1882.

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